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So They Say

• A nation that tolerates child labor must expect to have child crime—AUSTIN H. MACCORMICK, *commissioner of correction, New York City.*

• Social service is not charity but self defense. It has taken a long while for experts to arrive at this idea.—MOSES STRAUSS, *managing editor, Cincinnati Times-Star.*

• The best thing that America can do for its farm youth is to train them to farm, help them to own and teach them to conserve America's greatest heritage, its soil.—HOMER PAUL ANDERSEN, *Utah farm boy, at New York's Town Hall.*

• In human society primitive self-interest and arbitrary power seem to defeat social-minded reasonableness. Yet the social value of reasonableness is so great that it plays a steadily increasing part in human affairs.—ARTHUR E. MORGAN *in Antioch Notes.*

• Perhaps one percent of the "profoundest convictions" of the ordinary man is motivated by adequate information, close reasoning and logic; the other 99 percent are a mere reflection of his economic and social status.—JEAN RICOCHET BOYD *in The Forum.*

• It is not possible to separate the stability of industry from the security of its workers. . . . Where industries are chaotic and disorganized the wage earners take up the shock of a brutal competitive system.—JOHN G. WINANT, *former chairman, Social Security Board.*

• There is no static definition of what it means to be a social worker.—FRANK KINGDON, *president, Newark University, N. J.*

• Men are not always as good as the causes they lead. You do not necessarily damn a government when you debunk its leader.—GLENN FRANK.

• The average youth of sixteen, thanks to our pretentious but slipshod methods of education, can neither read intelligently, write correctly nor think clearly.—I. A. R. WYLIE *in Harpers Magazine.*

• The most subtle type of revolution which confronts American democracy today is that which is easily and silently possible through taxation.—NICHOLAS MURRAY BUTLER, *president, Columbia University.*

• The day when private charities are to be depended on to carry along those who can't find employment, is gone. From now on those with jobs are going to care for those without them through the tax route.—HARRY L. HOPKINS, *WPA Administrator.*

• At no time since English became a fully modern language with dictionaries and codifiable standards of usage, has there been so high a percentage of slovenliness, laxity and downright anarchy in the public use.—WILSON FOLLETT *in Atlantic Monthly.*

• Beyond sufficient incomes what can you do with more money except give it to the government?—SYLVIA SIDNEY, *motion picture actress.*

• In any epic contest, like your Civil War, both sides are right or the war would not go on.—STEPHEN LEACOCK, *McGill University, Montreal, to Amherst College Alumni Council.*

• After all we northern ministers are as deeply involved in the sins of a cruel industrialism as are our southern brethren in the sins of a racial feudalism.—*The* REV. RHEINHOLD NIEBUHR *in The Christian Century.*

• The guiding of social change is a concept that attracts. Most of us want to be in on the guiding [which is] merely social reform in a new dress.—WAYNE MCMILLEN, *University of Chicago, to American Association of Social Workers.*

• Happily much has been done toward the cure of mental disorders in individuals, but so far we have no protection against collective lunacies which are far more terrifying in their results.—*The* REV. JOSEPH FORT NEWTON, *Philadelphia.*

• Is it now apparent . . . that modern man is selling his biological birthright for a mess of morons; that the voice may be the voice of democracy; but the hands are the hands of apes?—EARNEST A. HOOTON, *professor of anthropology, Harvard University.*

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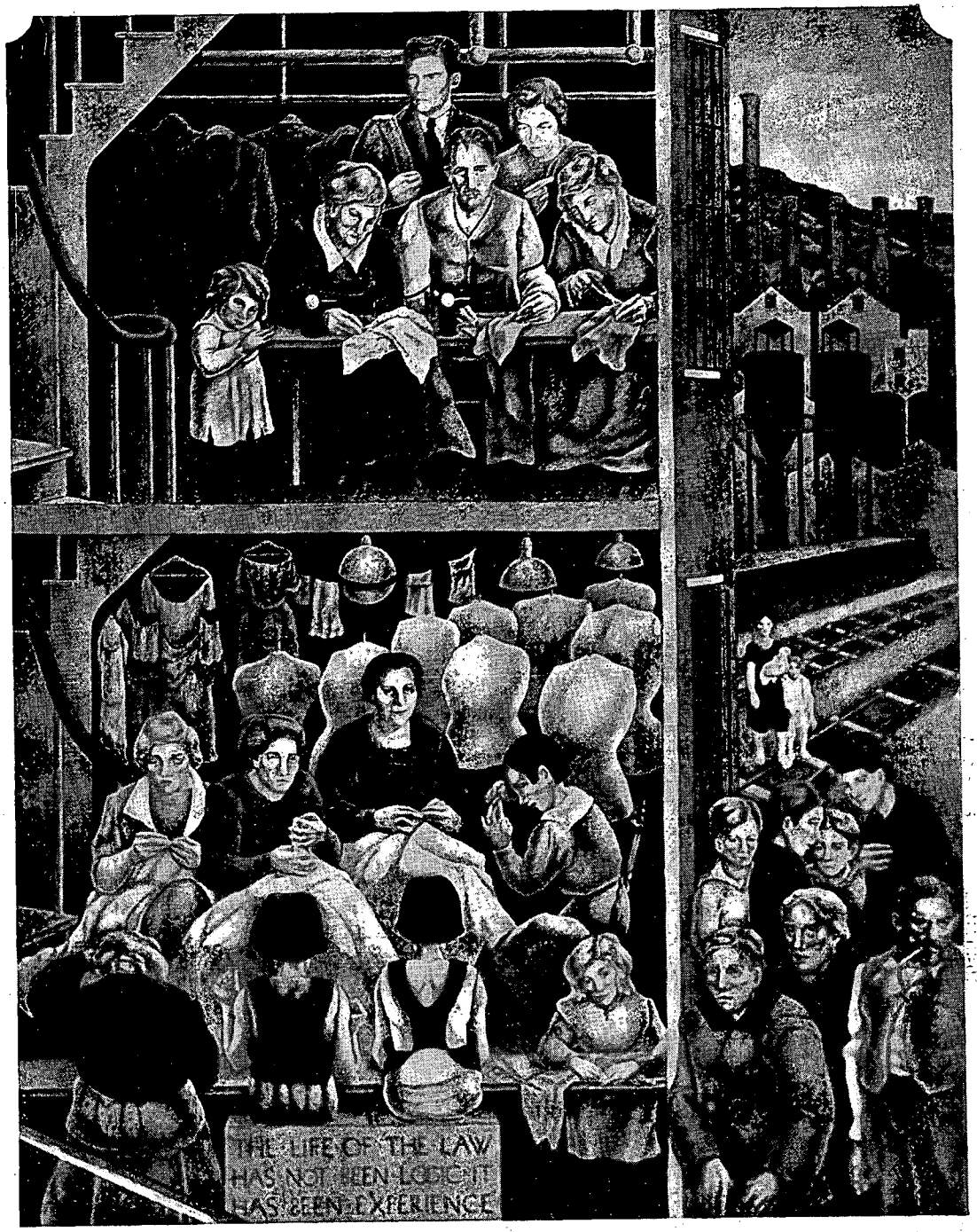

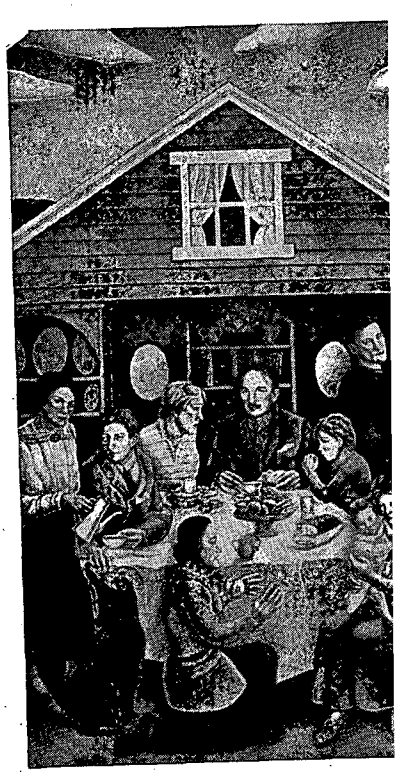

These murals painted by George Biddle for the main hall of the new Department of Justice Building in Washington would be equally appropriate in the Children's Bureau. Now celebrating its twenty-fifth anniversary the bureau through these years has promoted the welfare of children at home and at work, in institutions, in courts—wherever children are. In 1912 when it first came into existence, the sweatshop with its child workers of the mural above was still common. Like the artist in his second mural the bureau looks ahead to the time when all children will have their chance to be healthy, happy and sound.

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THE SURVEY

APRIL 1937 VOL. LXXIII NO. 4

1936—Relief in New Jersey—1937

By DOUGLAS H. MACNEIL

NOW, in April 1937, a year has passed since New Jersey's relief crisis, since the legislative deadlock over funds, the charge that abandonment of state relief would put New Jersey back in the middle ages, the counter-charge that the state relief administration was trying to prolong its own life in order to save jobs for its workers. There was excitement, recrimination and prophesy of disaster but no one could tell wherein lay the truth.

What really did happen in New Jersey? How good or how bad is relief in New Jersey today?

On April 16, 1936, the New Jersey Emergency Relief Administration, unable to conduct a relief program on a month to month dole of funds from the legislature, withdrew from the "businesss of relief." Before doing so it satisfied itself that no real hardship need result. Due to WPA and improved business, the number of families receiving emergency relief in March 1936 was half the number on ERA work and relief rolls in March 1935, and was falling rapidly. Most large municipalities and many smaller ones could finance a full relief program, temporarily at least, however reluctant they might be to do so. Where municipal finances were in bad shape, it was believed that indirect arrangements might be made by which distress would be avoided. The chief fear was that certain municipalities would revert to the poor relief tradition under which only the hopelessly destitute qualify for aid. But if municipal officials kept their heads and observed the spirit of New Jersey's liberal poor relief statute, no calamity, the ERA believed, need follow the cessation of state relief.

But this was "inside" reasoning. Not knowing the particulars the public looked for the worst, for starvation, mass evictions, riots. When only isolated cases of extreme suffering were found, the public began to feel that the relief crisis had been exaggerated. This coincided with the hopes of the taxpayers. Although a sit-down demonstration in the state capitol by the Workers' Alliance gained national publicity, there were few defenders of the ERA while even fewer persons were ready to think about long range planning for future public assistance.

The legislature therefore abolished the ERA and passed a statute leaving the administration of relief with the municipalities, but creating a new agency, the Financial Assistance Commission, to disburse state grants-in-aid to help municipalities finance any relief costs over and above a stated millage in the local real property tax rate. However, no funds were appropriated to this agency until a long-litigated inheritance tax case was settled in the state's favor and the proceeds, $6 million, was placed at the disposal of the commission.

This appropriation enabled the commission to meet by far the major part of municipal relief costs in the last half of 1936. But as the commission's practice is to wait until the municipalities' monthly relief expenditures have been audited, then to reimburse for expenditures in excess of a municipal share fixed according to a mathematical formula, definite figures are not yet available as to the costs to the municipalities and the state. The commission estimated that the total relief expenditures in the last six months of 1936, exclusive of administration, amounted to approximately $6,700,000, of which the state will provide $6 million. The municipalities will provide $700,000 plus administrative expenses of about as much again, or $1,400,000 in all. As this is written, the legislature once more is deadlocked over methods for financing state relief aid in 1937.

RUMORS that municipal relief officials were more successful in cutting down case loads than their ERA predecessors are not substantiated by a recent estimate by a national research committee studying relief in New Jersey. This estimate, comparing the total number of cases aided by direct, work and categorical relief monthly in 1935 and 1936, is as follows:

	Cases Under Care 1935	1936
January	187,750	190,000
February	190,000	190,000
March	187,750	190,000
April	184,000	178,750
May	174,000	163,000
June	167,000	152,500
July	167,000	146,500
August	163,500	143,750
September	159,500	147,750
October	162,000	150,786
November	177,000	151,500
December	182,500	166,000

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These figures suggest that relief trends in New Jersey, despite all the excitement and furore which accompanied last spring's crisis, have followed a course consistent with improving business conditions. It is doubtful whether the reduction is appreciably greater than in neighboring states where there was no comparable administrative upheaval.

But what of actual relief practices in New Jersey since the ERA went out of business? Who is now eligible for aid? How is eligibility established and maintained? How adequate are relief allowances and personnel standards? No general answer can be made to these questions for the state as a whole. In most of the larger cities—Newark, Jersey City, Trenton, Elizabeth, to name a few—relatively little change from ERA may be observed. The same general methods of establishing eligibility and case supervision have been maintained. Scales of relief allowances and costs remain more or less comparable with ERA, although some upward adjustments have been made to meet rising food prices. A few smaller municipalities are experimenting with cash relief. The morale of the workers in some city relief offices seems better than under ERA. On the other hand, there are various increasingly disturbing features. Certain urban relief agencies have limited the vendors eligible to fill relief orders in such a way as to lead to rumors of favoritism or worse. A local residence requirement has forced out many qualified workers who have been replaced by persons about whose qualifications judgment must be reserved. Much criticism has also come from the medical profession and from others, over the return to the city doctor system in most of the large centers.

IN a group of smaller cities, Montclair, Irvington, Perth Amboy, Princeton, Lakewood, Westfield, the ERA policies have been retained intact and in addition a campaign of interpretation has gained a popular sanction for them that was lacking when the ERA was operating. Perth Amboy offers a fair example. At the low point of the depression almost a quarter of its 45,000 residents was on relief. Its financial status was precarious. Although in March 1936, WPA had cut relief rolls to 841 cases (2650 persons), the danger implicit in the discontinuance of ERA was acute. But Perth Amboy, under the leadership of a courageous young mayor, met the crisis standing up. With the backing of the local chapter of the American Red Cross, by whom the salary of the ERA case supervisor had been paid, the mayor called in a group of leading citizens—two industrialists, the editor of the newspaper, representatives of mercantile interests, the medical profession, private social and health agencies, and organized women's activities as well as of the financial and legal branches of the city government. This group the mayor organized into a Board of Public Assistance and in spite of pressure to make a patronage appointment, named the ERA case supervisor as municipal relief director. The Red Cross agreed to continue paying her salary. The Board of Public Assistance reviewed the policies inherited from ERA, found them sound, and sponsored them in the community. The result, in terms of changing relief practices, has been very slight, but the community has faith in its relief program, and Perth Amboy citizens actively defend it when neighboring towns claim to be doing the relief job for less money and without benefit of social workers.

In many rural sections and in a few industrial communities, the fear has been realized that abandonment of the ERA program would cause a return to the worst features of traditional poor law administration. How this tradition operates is illustrated by an excerpt from the report of a recent survey interview with a typical rural overseer of the poor.

This overseer is more than seventy years of age. He has held the office on a part time basis for many years. His salary is nominal. He is querulous but not wilfully unkind. He is terribly fussed about paper work: "Slips for WPA jobs, slips to get boys into CCC camps, slips to get government foods, all kinds of slips. All day long I sign slips. Can't the government run anything without slips?" He can't help anybody who hasn't lived in the township for the last five years. "The law don't let me," he says. Nor will he help any one who is working, regardless of how inadequate the income may be. "Can't help nobody who has a job. No. And I can't help anybody who turns down a job." No records are kept except the relief order stub. (He has a book of relief orders something like a check book.) The only help he gives, except "slips" for WPA commodities, is food relief. All orders are given out weekly and all are for $3. "I have to treat 'em fair. I can't give one fellow $2 and another $5. 'Tain't my fault if some of 'em have a lot of kids."

FROM files of this survey come examples of two different concepts of racial discrimination. In a small industrial city the overseer grants Negroes a slightly smaller allowance than he does whites. "Negroes are fitted by nature," he says, "to subsist on coarser fare than whites." Not ten miles away, in a semi-rural township, the overseer of the poor says, "Six Eyetalians will live like kings for two weeks if you send in twenty pounds of spaghetti, six cans of tomato paste and a dozen loaves of three-foot-long bread. But give them a food order like this [$13.50, state minimum for six persons for half a month], and they will still live like kings and put five bucks in the bank. Now you ought to give a colored boy more. He likes his pork chops and half a fried chicken. Needs them, too, to keep up his strength. Let him have a chicken now and then and maybe he'll go out and find himself a job. But a good meal of meat would kill an Eyetalian on account of he ain't used to it."

The trend since the abandonment of ERA perhaps may best be illustrated by figures showng the range of monthly costs per case under ERA and under municipal auspices:

	ERA *December 1935*	FAC *December 1936*
NUMBER OF MUNICIPALITIES REPORTING	452	368
NUMBER WHOSE AVERAGE MONTHLY COST PER CASE IS:		
Less than $10.00	11	48
$10.00 — 14.99	53	82
15.00 — 19.99	159	84
20.00 — 24.99	139	87
25.00 — 29.99	76	37
30.00 and more	14	30
MEDIAN	$20.11	$18.21

From this it will be seen that the average monthly relief costs under ERA, and presumably, therefore, the actual family relief allowances, were much less standardized throughout the state than has been assumed. Nonetheless, since the abandonment of ERA, the spread has increased. Although a greater number of municipalities appear in the topmost bracket, the number in the lowest bracket has increased even more conspicuously and the median definitely tells the story that the trend is downward. It is only fair to

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add that the Financial Assistance Commission is watchful to avert flagrant local cuts in relief standards, else the general level might be lower.

All this will suggest that the state of relief in New Jersey might be worse but that it ought to be better. What is being done to make it so? Little enough, in all conscience. The whole question is bound inextricably with a host of factors, reorganization of the structure of government, tax reform, municipal home rule and economy on the positive side; and on the negative, factional politics, expediency and public lethargy, which make it difficult to get a clear cut division of opinion on what the state's relief program should include. However, any return to the ERA basis, with its often cumbersome, centralized procedures, would be generally opposed.

But here and there articulate groups are striving to organize public opinion toward a recognition of the need for thorough revision of the relief set-up, with closer coordination between general and categorical relief agencies. In December 1936, the New Jersey State Conference of Social Work in its "town meeting" session, discussed and voted to support a report submitted by its Committee on Relief Practices. The committee's proposals resemble the Maryland and Louisiana public assistance laws and the proposals made to Governor Earle by the Pennsylvania Committee on Public Assistance and Relief. They are, in brief:

Expansion of the federal social security program to include federal grants-in-aid for general as well as categorical relief, provided that minimum standards of relief eligibility, adequacy of relief allowances and of personnel are maintained.

Inclusion within an existing state department of authority to coordinate general and categorical relief and services over a wider area than the municipality.

Establishment of county welfare boards to administer general and categorical relief in the localities, with the proviso that municipalities of ten thousand or more population be given the option of retaining general relief functions now in their hands.

Almost all factual evidence available tends to support the validity of these proposals. But much potential opposition exists. Somewhat similar proposals were badly beaten in county referenda in 1931. Those who claim that municipal relief is traditional and implicit in American democracy will fight from an emotional opposition to change. This group overlaps the group that sees in any proposal to equalize or liberalize relief processes only an increase in taxation. There is another group, well-informed thinking citizens, who hold that the theory of municipal relief is all right, but that New Jersey's present division into municipalities is a crazy quilt, a monument to gerrymandering and local jealousies to which efficient government and equitable taxation are the first sacrifices. This group would let the relief laws alone and would reconstitute municipal boundaries to form real community lines.

In 1835, Thomas Gordon published his Gazeteer of New Jersey. Concerning poor relief in the state, he said, "The wisdom of these methods is less than equivocal, but it defies the genius of legislation to create a better." Mr. Gordon, there is every reason to believe that you are still right.

Salute to the Children's Bureau

SPONSORED by a distinguished group of social workers and citizens, a dinner was given at the Hotel Mayflower in Washington on April 8 in honor of the twenty-fifth anniversary of the Children's Bureau of the United States Department of Labor.

This is the twenty-fifth year of Survey Associates; our own anniversary comes next November. As setting for our hopes and good wishes for the bureau in the years ahead, here is reprinted, in part, the paragraphs which led off *The Survey* of November 16, 1912—one of the first issues brought out under the aegis of our new cooperative society. All the more warmly because this past month saw the celebration of Miss Wald's seventieth birthday—founder of the Henry Street Settlement, member of the board of Survey Associates throughout the quarter century, and originator of the conception of a federal bureau for children:

"The head of a bureau of the federal government is called 'chief.' It has become a uniform custom among government employes, when writing to such an officer, to address him as 'Dear Mr. Chief.' Consequently, official Washington was thrown into consternation at the announcement that Julia C. Lathrop had been placed in charge of the new children's bureau; for there seemed no escape from the salutation, 'Dear Miss Chief.'

"That mischief is not to enter into the plans of the bureau is made clear, however, in its first official bulletin, just issued. Though the legislative, executive and judicial appropriation bill, granting funds to the bureau, did not pass until the latter part of August, the bulletin presents an impressive statement of things which will be done first, admitting that the program thus mapped out is a mere beginning. . . . Credit for the first suggestion that a children's bureau be established is given to Lillian D. Wald, head of the Nurses' Settlement, New York.

"The immediate work of the bureau, as outlined, falls into two classes: bringing together existing material within its scope and making original investigations. . . .

"In the field of original investigation one of the first things the bureau plans is to study infant mortality. Not only is there declared to be urgent social need of a fuller knowledge of conditions, but such knowledge is fundamental to the later work of the bureau. The field of inquiry will be confined for the present to a few comparatively small communities. On this point the bulletin continues:

" 'Because the importance of adequate birth registration in reducing infant mortality is universally recognized, the bureau will cooperate with the organizations, governmental and volunteer, now working for registration in this country. The New England states, Pennsylvania and Michigan were in 1910 the only states included by the Census Bureau in the registration area for births as having laws for birth registration so enforced as to give reasonably satisfactory results. . . . Unless there can be secured reliable knowledge as to children born, there can be no reliable knowledge as to the birthrate, nor as to the proportion of those who die.' . . .

"In carrying out what it regards as the intent of the law creating it the bureau will become a clearing house for information regarding passed or pending state legislation affecting children. . . ."

—P.K.

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Case Work and Group Work

I—Where two social work areas meet and how they contribute to each other

By GRACE L. COYLE

Associate Professor, School of Applied Social Sciences, Western Reserve University

SOCIAL work, in the normal course of growth from its early undifferentiated form, has developed so much specialization and social workers have acquired so varied a collection of techniques that anyone who would "speak our language" must possess the gift of tongues. Such differentiation and specialization is likely to lead to separateness and often to mutual recrimination. The sense of superiority is very comforting to us all. Our own problems we know are more urgent than those of others, our techniques are more scientific, our understanding more basic. We social workers are in a way to becoming ourselves a social problem unless we can coordinate our specialties in a spirit of mutual understanding and respect to the end of better service to the community.

As a group worker, with a great concern for social action especially in the field of industrial problems, I have been concerned increasingly with the better integration of all phases of social work. The relation of case work and group work is one which needs both intelligent analysis and cooperative action. What contribution have these two fields to make to each other? What are the points of difference in their basic concepts? Case workers and group workers often deal with the same individuals; usually with the same types. How do their two approaches fit together?

There are, I believe, several definite points at which case workers may contribute to the development of group work of better quality. Their practice is rooted in appreciation of the individual and a sensitive awareness of his needs. The group worker usually works with people on a more impersonal level. The group as a group must be his major concern. He cannot single out individuals within the group for special attention or subordinate the good of all to the special needs of one. These necessities are liable to make him relatively unaware of individuals except those who stand out, either as leaders or as problems. I believe that contact with case work thinking can do much to correct this tendency in the group worker and can make him sensitive to the symptoms of personal need or personal maladjustment as they show themselves in group behavior.

Group behavior, just because it is the spontaneous reaction of people in their own setting and among their peers, provides an eminently realistic approach to the understanding of individuals. If the group worker can acquire the elements of that understanding he can use the group experience to assist individuals to opportunities for individual help where they are needed, and can gauge better the real significance of the behavior he observes. I do not mean that group workers can or should become fully equipped case workers. Theirs is another function. But they can with the help of some of the elements of case work develop sensitiveness to the individual which will make their observations sounder and their methods of handling individual problems wiser.

The second point at which I believe the case work field may contribute to group work is in the better understanding of the importance of family relationships and of the early life of the child. The group worker, like the school teacher, deals with individuals away from home and usually among those of their own age and kind. Occasionally, a brother or sister will appear in the same group but usually individuals function without any obvious family contacts. This is characteristic of course of our impersonal, urban life. All unknowingly the group worker may be contributing to family conflict, weakening the tie between a child and its foreign-born mother, substituting group activities for courtship interests during late adolescence, or in some other way treating the individual in isolation from the dominant fact of his family life. The emphasis on the family, so basic to case work, can serve therefore as a healthy corrective in group work agencies, especially those not organized on a neighborhood basis, and can help group workers to fit activities more constructively into the total pattern of the individual's life.

A third contribution which I can see coming from case work, especially in its psychiatric aspects, is a greater realization of the therapeutic possibilities of group experience. Group workers have tended to deal with fairly well adjusted individuals and to concern themselves with education and the enhancement of life. Case workers deal more with those who need treatment before they are ready to take part in normal social activities. Therapy and education differ merely in their place on the scale of individual growth. A better acquaintance with case work will reveal, I believe, therapeutic possibilities in group experience under certain controlled conditions. Various experiments in institutions, hospitals, and case work agencies are making group workers increasingly aware of these possibilities.

FINALLY, comes the technical matter of record keeping in which I think the group work field can gain extensively from case work. Group workers have a growing interest in both group and individual records but the methods are fairly new and there is little general conviction of their importance when it comes to providing the necessary staff time or stenographic service. Until we get more adequate records, we cannot proceed much farther toward improving our methods of dealing with individual or group.

On the other hand the group worker has a contribution to make to case work. One of the most important, I believe, is to enhance the case worker's understanding of the place and function of group life outside the family—both in its relation to individual development and in its function in society. Last winter I read a case record of a family living in a crowded city environment. It dealt fully and adequately with the relation of father and mother, of each of them with the children, and of the children with each other. But there was not a single reference to the group relations of those children or of the parents. They might have been the Swiss Family Robinson. The gang life of the twelve-year-old boy, the club life of the fifteen-year-old girl, the possible union affiliation of the father, the interests of the

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mother in the Sodality, were never mentioned. I am not suggesting that this narrow vision is a universal failing among case workers, but it is perhaps inevitable that absorption in the family should obscure somewhat the other relationships playing on the life of the individual.

As soon as the child goes to school his group life, organized and unorganized, becomes a dominant factor in his growth. It is true he may be working out in his club or his gang earlier patterns toward authority, established habits of hostility or affection, but as he finds opportunity to do that outside the home, in groups of his peers, his earlier experience will be modified and directed. Group pressures, group standards, the hold of the group leader, the search for congenial companionship, all become increasingly important as the child grows into the community. It is the function of group workers to attempt to domesticate these social processes and control them for educational ends. They may well contribute to the case worker a deeper understanding of the functions of organized relationships of this kind and of their potential value in the group of individuals.

A closely related contribution which I believe the group worker can make is to stimulate an increased interest in education and the enrichment of life, and perhaps also a better understanding of how education comes about. As I said earlier the concern of the case worker is inevitably with therapy but as treatment succeeds, the client becomes ready for education.

It has been said that the function of the case worker is helping people out of trouble. But it is not enough merely to be out of trouble. Important as that is, society must provide for its members opportunity for all kinds of experience that widens interest, develops latent capacities, increases knowledge of the world, encourages creative expression, brings forth intelligent, socially valuable human beings. The use of leisure for these purposes is one of the functions of the group worker. Group work's contribution to case work, therefore, is, I believe, complementary. Its emphasis on the enhancement and enrichment of life through educative experience may bring to greater fruition the necessarily therapeutic functions of the case worker. The skilled group worker attempts to use in this process those educational methods which reduce authoritative control to a minimum and which develop activities out of the interest of the group into channels of personal enrichment and social usefulness. There is, I believe, a great deal in common between the best methods and purposes of modern case work and the educational procedure of skilled group work in this encouragement of self-determination. The group worker is simply carrying on the process in the area of recreational and educational interests and within a group setting.

However, the contribution of the group worker is not limited to the point of the developmental effect on the individual of directed group experience. We are living in a period of intensive collective life. Our communities are highly organized, pressure groups are everywhere, participation in group life of all kinds is the new form of citizenship. Every individual exists in a network of group relations, involving conflicting loyalties, varying group pressures and standards. The membership of our clients in collective effort of various kinds is a healthy evidence of their ability to participate in modern life. Maturing responsible citizens need as never before to be able to find their way among these forces. It is at this point that the group worker may make some contribution to the understanding of the total social situation by his acquaintance with group life, its functions and processes.

In suggesting this possible contribution, I am proposing that sociology as well as psychology needs to be brought to bear upon the understanding of the individual in his world. What the concepts of psychology and psychiatry are to the understanding of the internal life of the individual, sociology is to the understanding of his social relations. Embryonic as sociology is at some points, including the scientific study of the group, it has I believe certain essential insights and concepts which are needed in a picture of the whole. Case work through its application of psychiatry has done much to make these disciplines fruitful in actual human relations. Some of us hope that in the same way the insights of sociology applied in part through the knowledge of the group worker may help to illuminate the path to more satisfactory human relations.

These insights are applicable at two points; the group relations of our clientele and our own group relations. In regard to the former, I have come upon two attitudes occasionally among the case workers of my acquaintance. The first is a tendency to regard affiliations primarily from the viewpoint of the emotional effect upon the client. If the client can work off the hostility produced by facing a destitute old age through joining a Townsend club, the social effects of increasing the strength of the Townsend movement are no great concern of the social worker. If it appears that the egocentric drive of some obviously maladjusted individual is expressing itself by heading a current strike or an unemployed council this is regarded as damaging evidence against his organization. It is of course true that all sorts of attitudes and emotions are seeking expression in the organized movements of the community. Psychiatry and case work have much to contribute in unraveling the tangled skein of motivations always present in social movements. It is not enough, however, to regard these movements wholly as clues to the emotional life of the participants. Whatever their psychological origin they also must be viewed sociologically in terms of their social consequences. These are related to but not identical with their origins. I have often wondered what might have been lost to the religious and cultural life of the Middle Ages if some social worker had gotten hold of young Francis of Assisi before his conflict with his father finally sent him on the road.

Another attitude which I have come upon occasionally does recognize the social implications of group membership but tends to judge them conventionally. We do not hesitate to refer our clients to their church or to a nearby settlement if they need recreation. But we do not show the same free-

"Case work" said Miss Coyle in an earlier article in *The Survey*, (May 1935) "deals with individuals in a one-to-one relationship. . . . Group work relies for its effect upon the interaction of a face-to-face group of people bound together by a common interest." This discussion of how the two may be integrated to the enrichment of their services, will be continued in next month's issue of *The Survey* where Miss Coyle will discuss Social Workers and Social Action. Both articles have been drawn from a paper presented to the Illinois Conference on Social Welfare.

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dom in recognizing the value of their relation to controversial organizations, such as unions, political parties, youth movements or pressure groups for legislative purposes.

Social work if it is to make a really integrated approach to human situations must, I believe, view the individual in his world, seeing both the person and the network of relationship in which he moves. That network is a complex of forces in which each person plays his part. It is my hope that the group worker's understanding of the group and of the community, added to the case worker's insight into the life of the individual may give us a more realistic approach to both the motivations and the social consequences of our collective behavior.

And finally there is the contribution which I hope group work may make to the group relations of us all. We have seen in recent years the development of increasing interest in the improvement of group life itself. Instances of this can be seen in the rise of new forms of discussion which encourage free, more creative and more intelligent group thinking. What is back of this? Is it merely the pleasure of spinning fine theories for their own sake? It is more than that. It is a faith, born of experience, that our collective life, our living and working together—yes, even in committees—has in it some of our profoundest satisfactions if we know how to handle the relationships involved. What we want for our club members in the group work agencies, we want for ourselves. We know by experience that where autocracy can be banished, where each is freed from fear or sense of inferiority to make his contribution creatively to the group, there may spring up a wide expanding experience for us all. We are beginning to formulate what socially mature group experience may be and to have some glimpse of how it can be brought about. One of the contributions therefore which I should like to see group work make is the study of this process, and the developing of group techniques so that we may help to create for us all a group life more effective in group achievement and more enriching to its participants.

Social Security for Social Workers

By KATHRYN CLOSE

"CHARITY begins at home" is a commendable adage too often honored only in the breach. A flagrant example in the past came to light when the public learned that half the slums of New York City were owned by one of the country's richest churches. A current illustration confronts the social agencies which, after their successful efforts to help launch a Social Security program, find their own workers excluded from its benefits.

The executives of many agencies were surprised and shocked by this exclusion. Certainly nothing in the recommendations of the Advisory Committee on National Economic Security suggested that those organizations which were doing all they could to further unemployment and old age insurance should be excluded from the eventual legislation. But while social workers were liberally represented at congressional hearings, so, too, were representatives of hospital associations and educational councils. And while the social workers were busy examining the proposed bill from a long-range viewpoint, the hospital associations and educational councils were concentrating on the financial aspects which threatened their traditional privileges of tax exemption. They finally secured a definition of "employment" in the act, which excepted any "service performed in the employ of a corporation, community chest, fund or foundation, organized and operated exclusively for religious, charitable, scientific, literary, or educational purposes, or for the prevention of cruelty to children or animals, no part of the net earnings of which inures to the benefit of any private shareholder or individual." [Section 210 (b) (7)—U. S. Social Security Act.]

Having been caught napping, the representatives of various social agencies are now wide awake, demanding that their employes also be granted the right to old age benefits and unemployment compensation. Initiated by the National Board of the YWCA several meetings of prominent social workers have been held in New York to discuss the matter.

As the conference and discussion progressed it became apparent that the social workers were more interested in the possibility of gaining admittance to old age benefit provisions than in unemployment compensation.

It was partly this same point of view which resulted in the exclusion of the non-profit agencies from the federal act. Robert Jolly, representing a joint committee of the American Hospital Association, the Catholic Hospital Association and the Protestant Hospital Association, and Cloyd H. Marvin, representing the American Council on Education, whose statements at the hearings on the bill were chiefly responsible for the exemption, urged that employes of hospitals and educational institutions do not need social insurance because they have steady work. It never was clearly brought out in the hearings why constant employment precludes the need for old age insurance, especially since Monsignor Griffin, representing the Catholic Hospital Association, testified at the hearings that during the depression many hospitals avoided lay-offs by cutting salaries, until some employes received only maintenance.

Although the heads of a few national agencies have expressed interest in unemployment insurance for social workers, among them Allen T. Burns of Community Chests and Councils, Inc. and James E. West of the Boy Scouts of America, the greater number have been concerned with exclusion from the old age security provisions of the federal act. Only a handful, however, were interested enough in either phase to put in a word while the act was being debated. There was no concentrated effort to overcome the opposition of hospital and educational administrators. Early in 1935 Walter West, spokesman for a group of national agencies, including the American Association of Social Workers, the YMCA, National Recreation Association and others, wrote the chairmen of both House and Senate committees pointing out that non-profit organizations "would be severely compromised in asking or accepting any exemption from a measure whose social purposes these agencies advocate for commercial or industrial enterprises."

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Now that the "compromising position" has become a fact, the only apparent way out is through an amendment to the federal Social Security Act. Four have been suggested:

1. That Section 210 (b) (7) be eliminated, and a new section added to the effect that "A corporation, community chest, fund or foundation organized and operated exclusively for religious, charitable, scientific, literary, or educational purposes, or for the prevention of cruelty to children or animals, no part of the net earnings of which inures to the benefit of any private shareholder or individual may be exempted from this act on specific application to the Social Security Board."

2. That Section 210 (b) (7) remain, but with an amendment permitting organizations in the exempted categories to come within the act if they so wish.

3. That Section 210 (b) (7) be revised in its statement of exemptions to read approximately ". . . service performed in the employ of a corporation organized and operated exclusively for religious, educational or hospital purposes; no part of the earnings of which inures to the benefit of any private shareholder or individual."

4. That Section 210 (b) (7) be revised, likewise in its exemptions to read: ". . . services performed in the employ of hospitals, churches, schools, colleges and universities."

Most of the interested social workers hold that the first of these suggestions is the most desirable. Why, they ask, should we have to apply for what should be our rights as American citizens? Let those who wish to be exempt do the asking.

But desirable as is the "may be exempted . . . on specific application" phrase the consensus of opinion seems to be that for the present this change in the law could not be obtained. So, reasoning that a tasty pill is better than no pill, Suggestion No. 2 is recommended. But those with whom the necessity for applying for what should be a "right" still rankles, prefer the third and fourth suggestions. In these, however, there may lurk a drop of hemlock.

The possible poison in the last two suggestions means the breaking up of the traditional tax exempt category, defined in Section 210 (b) (7), exemption clause of the act.

DOWN the years non-profit organizations have jealously guarded their tax exempt privileges, so far affecting them only as property owners. Would the splitting up of this category in regard to the payroll tax set a precedent for future taxation? Many fear that it would, though they do not fear the Social Security levy if all their traditional companions are also taxed.

The question of tax exemption was, of course, the root of the opposition to inclusion on the part of the National Educational Council and the Joint Committee of the American, Catholic and Protestant Hospital Associations while the Social Security Bill was still in committee. One of their spokesmen, said before the Senate committee:

> The problem has always been one, and always must be one of evaluating social methods, for insofar as the government diminishes by taxes the resources of educational and charitable organizations it diminishes their capacity for service to their several communities and increases the burdens which must fall upon the government.

Thus the problem boils down to the circular question of whether it is better for an organization to help provide for its employes' security and let the government supplement its work, or for an organization to devote all its resources to its program and let its employes fall back upon the government when they are old.

No rose colored glasses are worn by Walter West, executive secretary of the American Association of Social Workers, one of the first to fight for inclusion under the Social Security Act. Mr. West, whose organization was not represented at the recent meetings in New York, sees very little hope for security for social workers under the present act. In the first place, the majority of social workers nowadays are engaged in public employment, that is, employment under the federal, state, or muncipal government, and are exempt under Section 210 (b) (5) and (6) of the federal act. An amendment striking out this exemption would raise new problems—the whole question of constitutionality and the right of one branch of the government to tax another. Only Mr. West seems to have thought of these "forgotten" social workers and of another large group who are employed by organizations too small to have the four employes required to make them eligible for unemployment insurance. Another obstacle to favorable action is that an organized opposition strong enough to be heard when the bill was before Congress could (and probably would) gather its strength again to oppose any such amendment.

HOWEVER not all the member organizations of the National Educational Council or of the American, Protestant or Catholic Hospital Associations are in agreement with the position taken by these organizations. Douglas A. Gibbs, assistant treasurer of Columbia University, when questioned recently, seemed to think it a matter of no importance whether the law required the university to apply for exemption or granted it automatically. The main reason, he said, that Columbia felt a right to exemption is that it has at present a voluntary 5 percent joint payment annuity plan for all employes. There is a possibility that these annuities will be made compulsory in the near future. Mr. Gibbs seemed to feel that the university could not shoulder the additional burden of a government Social Security tax. He denied that Columbia had ever opposed inclusion under the act on the grounds of traditional tax exemption, pointing out that the university at present pays many taxes.

Mr. Gibbs' attitude indicated that the Columbia University authorities do not intend to apply for inclusion under the State Unemployment Insurance Law. He pointed out that staff employment in general is only slightly affected by business ups and downs.

This point of view from a member of the supposed opposition would seem to indicate that any of the proposed amendments might not be too difficult to bring about, and that perhaps the reason this same opposition proved so effective at the time of the hearings, was that it had itself no opposition. If the social workers' representatives kept silent, as they say, for tactical reasons—fears of delaying the passage of the bill—these reasons vanished with the birth of the act, clearing the way for action. The only question now left to be considered can be stated:

"Is a person by reason of his employment with a non-profit organization to lose the rights granted to his fellow citizens employed in industry?" or

"Is it not discrimination to decree that one employe making the same salary as another by reason of his type of employment shall be denied privileges granted the other?"

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MISS BAILEY SAYS.

"So We Told 'em Plain Facts"

By GERTRUDE SPRINGER

THE old colored woman was making a great business of selecting two five-cent wash cloths, and the salesgirl obviously lacked the technique of waiting on two customers at once. Miss Bailey, curbing her chronic northern impatience, watched the transaction. The wash cloths must be yellow and they must have "fancy wroppin' "—which, translated, meant a gift package.

"Lan's, Miss Hattie, I couldn't a give no golden weddin' present this year a year ago. I sure does 'preciate this human security."

Miss Bailey felt her ears go up like a hound dog. This was what she had come for, and she'd found it in a five-and-ten store!

Miss Hattie, proceeding leisurely with the "fancy wroppin'," took up the topic.

"I reckon everybody appreciates it that has it, Mary. But what you goin' to do if the legislature don't vote the money to keep it up? That money's goin' to be hard to find."

"Yessum, Miss Hattie, but these gennlemen ain't goin' to turn us old folks off. They jes' kain't afford to. They'd lose all that money from Washin'ton. An' now that all us knows all the fac's 'bout human security, they'll jes' hafta fin' the rest o' the money. Thank yo, ma'am, Miss Hattie, that's sure a nice lookin' golden weddin' present."

The old woman pottered off and the salesgirl turned to Miss Bailey, now more anxious for conversation than to make her small purchase.

"Did she mean that she has an old age allowance, and how did she come to know so much about it?"

Miss Hattie straightened her counter as she answered.

"Yes ma'am, that's it, only we call it human security here and we all know about it. We learned about it because we were going to vote about it. After our human security week you'd 'a' had to be deaf, dumb an' blind not to know. I reckon Mary's right; now that we all know the facts the legislature just can't rightly afford not to find the money."

Miss Bailey took that thought with her out into the sunny park. Settled on a bench beside a flaming hibiscus she turned it over in her mind. That the legislature would act—couldn't rightly afford not to—because we, the people, know the facts. Whew, that was something for the book! She had heard that a particularly strenuous campaign for social security measures had gone on in this reputedly "backward" state, but, being slightly case-hardened in such matters as "weeks," had not given it too much importance. But that the facts should have penetrated to the old Marys and Miss Hatties of this easy-going little town, and along with the facts an awareness of what moves legislators to action—that was something different again. She had to know more about "our human security week."

They were forthright about it in the office of the state welfare department, spearhead of the campaign. There had to be an amendment to the state constitution before the terms of the federal social security act could be met, indeed the existence of the state department itself, scraping along precariously on left-over FERA funds, probably was at stake. Nothing could happen without the amendment authorizing the state to appropriate money for public assistance purposes. "And so we put our backs into it."

While a girl was spreading out the record of the amendment campaign Miss Bailey heard something of the events that had preceded it. Prior to FERA there had been little or no history of relief in this sun drenched state. Life was simple and easy. Anyone with a hoe and a fishing pole was fairly certain not to starve. There were poor farms for the old, the county "pauper lists" for the destitute. "And I don't mean the kind of destitute you no'th'nahs mean, I mean honest-to-God destitute. There's a difference."

But the depression, on top of a collapsed boom and a couple of first-class hurricanes, changed all that. There was too much honest-to-God destitution; the old simple ways could not cope with it. Then came the FERA, greeted at first almost as an answer to prayer; later criticized for "ridin' a high horse . . . and what's goin' to happen when the federal folks pull out?"

The federal folks had thought of that too, so they welcomed—some said they instigated—the action of the legislature in setting up a well blue-printed state welfare department even though it hadn't a thin dime to bless itself with, and couldn't have until the state constitution was amended. The FERA found some money it could allocate for administration, and organization got under way. There was a strong state staff reaching out to district boards and staffs which in turn reached into the counties. Although there was little or no money for relief the new organization found plenty to do; much that had long needed doing.

AT its 1935 session the legislature proposed an amendment to be submitted to the electorate which would permit the state to provide for "a uniform state-wide system" of public benefits "and appropriate money therefor." It was a first step but there was a real possibility—such was public inertia—that it might be the last. Only if the amendment were carried with a whacking big majority at the 1936 election would timorous legislators be moved to further action.

"If we could only make a beginning on old age assistance, only have something to show," said the state welfare folk, and the district boards and staffs. There was only one possibility, so remote that no one really believed it could be realized. The state could not vote funds to meet federal old age grants. The counties could, if they would, vote "poor funds" for that purpose if they had any funds. But if the state could collect from the counties would the Social Security Board blink at its rules and match the lump sum?

The Social Security Board was not very warm to the idea but finally agreed to it as a "temporary emergency" due to expire after the next legislative session. Then began a great scurrying around to bring in the counties. It was not easy, for some of the counties were as broke as the boom, and not a dollar would Washington lay down until every last county had made its contribution. Each county was promised that every eligible poor farm inmate and "county case" would be given first preference for old age assistance. Each county needed not only to put up more than it was now spending on its aged, but must put it up quarterly in a

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lump sum, to be sure it got its money back doubled with federal money. The same percentage of needy in each county must be taken care of, the program must be on a uniform statewide basis and the accident of which side of a county line you lived on could not make the difference in getting or not getting assistance. It took a good many months, a lot of persuasive argument by district board members and strong appeals to local pride—"what will the rest of the state think of us if we block everything"—before the last doubtful county commissioners "found the money."

THE upshot was that for a good month or so before the election the welfare people had "something to show." The allowances were not large, at least they would not seem so to "no'th'n" eyes, but they were large enough to get a good many old folk out of the poor farms and off the "pauper lists." So effective was the demonstration that more than one harassed board of county commissioners asked the district boards and staffs to take over and manage their "pauper lists" and relief money. "Our politicians think that relief is just a headache. 'Reliefers' don't pay the poll tax and can't vote."

But even with "something to show" there was still so much indifference to the amendment that something had to be done if it were to be carried with the force of a mandate. "And so we decided to put on a good old-fashioned drive. We called it Human Security Week. That sounded a little community chesty, but it said what we wanted it to say."

There was not much new or strikingly original in the plan of the campaign as Miss Bailey looked over the record spread out for her. On paper it was like most of the big drives for what Bostonians call "divers worthy causes." There was an imposing state-wide committee of prominent citizens, a governor's proclamation, a speakers' bureau, posters, leaflets, car stickers, radio programs, and a spate of newspaper releases, their acceptability evidenced by a great fat clipping book.

It was only when Miss Bailey really dug into all this material that she began to see why this campaign had been different, why the "facts" had penetrated so far.

It was a fact campaign broken down to meet, within the area of its own experience, every community and every organized force in the state. It did not harp very much on the human sympathy appeal but took human decency for granted and went on from there. It made little or no attempt to put forward a social philosophy or to "educate the public." That could come later; the issue here and now was to roll up a good majority for the amendment. Since fear of increased public spending and taxation was uppermost in the public mind, the campaign managers—in effect the staff of the state welfare department—rode full tilt at the dragon of dollars and cents. The federal-state plan of financial cooperation, made possible by the amendment, would relieve counties of a large part of their burden for dependency. "Look what it has already done about the aged; it has made $2 grow where only a dollar grew before. More old folks are being cared for and better cared for, even if the counties are spending a little more than before." The point was constantly driven in that unless the amendment was passed, thereby enabling the legislature to act, the state would actually lose money. "Here we have a chance to get back from the national government a part of what our citizens pay in income and other federal taxes. . . . As a state we are now getting so-and-so much for our aged. Without the amendment we shall lose all that as well as the possibility of assistance for our children and our blind people. We can't afford to lose this money."

Miss Bailey could see all this as effective argument for large meetings, but it did not explain old Mary and Miss Hattie. "However did you get it through to them?"

"By taking it to them where they were and giving it to them in doses of a size that they could swallow," replied the sun-browned girl who had been at the hub of the whole business. "When we asked old Mary's minister to preach a sermon on human security—and we asked every last minister in the state—we did not supply him with high-powered general social arguments. We gave him the facts as they existed for his people in his county—how many colored old folks and children and blind would get allowances if the amendment carried and the legislature acted—and we left it to him to expound them. Oh yes, we had those facts, county by county, town by town.

"In the case of the Miss Hatties our speakers went where they were, to their places of employment—a five minute meeting before the store opened—to their club and church society meetings; wherever they gathered together we followed them, gave them the facts in their own language and passed out a little leaflet that anyone who could read could understand."

"And the backwoods country?" queried Miss Bailey.

"We didn't recognize any. We used the same method in one place as in another—facts, plain facts, localized facts, presented in the simplest possible terms. We sent to every country weekly in the state an article telling the exact condition in that county—how many aged, children and blind would be eligible, how much money the county was now spending for relief purposes, how much would come into the county if the federal-state plan became effective. And if you think they didn't eat it up take a look at that scrapbook."

"YOU make it sound almost too simple," commented Miss Bailey. "What was the opposition saying all this time?"

"The only articulate opposition was on straight political grounds and we didn't bother about it. We were not making a political campaign. The real opposition was ignorance and indifference. So we poured out the facts and beat the big drums."

"And then came November third and the election."

"Yes and a twelve to one vote for the amendment."

"So what next? There's still the legislature."

"There certainly is, and a new tax-shy governor to boot. We've kept the whole subject wide open by stimulating local pressures on the members of the legislature—it's the hometown voter they answer to, you know—and by feeding out more and more facts to the newspapers up and down the state. We're as sure as time and taxes that we'll get an appropriation for old age assistance, but the real test will come on assistance to children and the blind."

Back on her park bench Miss Bailey thought over the formula: "Facts, plain facts, localized facts, presented in the language of the listener." She knew enough about publicity methods to know that this had not been easy; but it had worked. And possibly, just possibly, she told herself, this simple, concrete formula had tapped a root for social growth which could not have been reached by the exposition of a social philosophy or by an appeal for social justice. When the old Marys and Miss Hatties knew what it was all about you were getting somewhere.

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BEHAVIOR AS IT IS BEHAVED — VI

The Pashkas Eat Breakfast

By ELEANOR ROWLAND WEMBRIDGE

IT was time for Peter Pashka to eat his breakfast and be off to work. The five o'clock whistle had already blown, and his wife was stirring about in the kitchen. The wood crackled in the stove, and the potatoes were boiling hard. Mr. Pashka had a job ten miles away, and had to leave his house at exactly five-thirty in order to catch the bus which got him to the foundry on time. His job was hard labor. But he was glad to be working again after a long lay-off, even though he never managed to start out from home without grumbling. He had worked early and hard all his life. He had gotten up at five in the morning for so many years that he awoke on the dot. And for so many years he had grumbled at the necessity for it, that his complaints were as much a part of his program as his awakening. He was hardly conscious that he uttered them. As he put on his shirt, and stamped in to the kitchen, buckling the straps of his overalls, complaints burst automatically from his great muscular chest.

Mr. Pashka seated himself at the sink, the big plate of potatoes that was his breakfast so smoking hot that he had to blow on them. He salted them liberally, and between grunts and puffs, began to put them away behind his luxuriant moustache.

"I s'pose Tilly ain't up?" he snapped, wiping his mouth with his big bandana.

"No, she ain't," agreed his wife.

"I s'pose she come in late?" he continued. His wife nodded. Mr. Pashka took a long breath. Here at last was a valid grievance.

"Pay her board?" he inquired further.

"Not yet, she ain't." His wife's voice was apologetic.

"Not yet? Not yet?" Mr. Pashka's voice rose in rage and he sprang to his feet. "Why not yet? Why not? How long she t'ink she's goin' to pay everybody else but her own pa what she owes? I'm goin' to get that money right now. Three dollars she owes me. Maybe she'll remember to pay her pa if he wakes her up a few times."

"She needs her sleep. She works hard, too. She's a good worker." Mrs. Pashka's protest was faint, but she could not forebear making it even though she knew that it was less than useless. If there was one thing more than another that roused Peter Pashka to fine frenzy, it was any indication of insubordination on the part of his daughter. The airs taken upon themselves by American women outraged his every tradition of masculine superiority. It was convenient to have his daughter a financial asset rather than a liability. So much he granted to himself. But for all that he did not propose to have her get the upper hand. She might earn the money. But he knew better ways of spending it than she did.

In spite of all that his wife could do to quiet him, Mr. Pashka stamped around the kitchen until no one but little Pashkas accustomed to such an uproar, could have remained asleep. Then throwing open the door of the living room he strode across to the daybed where Tilly slept with her little sister at her feet, and shook the girl roughly. The smaller child, startled out of sleep, hid her face in the bed clothes. But the older girl jumped out of bed, her eyes blazing. Added to a streak of her father's temper, was the knowledge that her parents needed her pay envelope more than she did their daybed.

"What are you waking me up for this time of day? Are you crazy?"

"Crazy? No, I ain't crazy," her father shouted. "I want to know why you don't pay your board money like an honest girl. Put it down, now, on this table." And he pounded the frail stand with his powerful fist.

"I ain't got it," Tilly was frank and fearless. "I told Ma I had to buy new shoes and stockings this week. I can't work barefoot at my place. It's a swell joint. I gotta look like a lady." As she spoke she tried to kick her shoes under the bed, but her father pushed her aside, and he picked up one of them, holding it high between thumb and forefinger.

"You pay good money for that, when you owe your pa for board?"

There was some excuse for a plain man's disgust with the fragile footwear which had seemed so essential to Tilly, and so mysteriously alluring to her mother, but which appeared to be in a fair way to madden her father. It was a thin sandal with very high heel, and many little leather straps which buckled here and there to leave most of the foot exposed. Dangling from the frail slipper, was a stocking as thin as cobwebs.

"My daughter should wear such truck on her feet?" roared Mr. Pashka, pawing at the offending stocking. Before his distracted daughter could stop him the silken web caught on one of the little buckles. He tugged at it as though it were a rag, as indeed it became under his fumbling fingers.

This was all that was needed to arouse Tilly to the same fine fury in which she, more than any of his children, showed her kinship with her father. She flew at him clawing like a wildcat. Before his huge fist felled her, his face was bleeding from scratches from her long pink nails. The eldest son, Joe, came down from the loft, pulling on his trousers as he came, pushed aside the four children gathered at the door and joined the battle, more Pashka fire in his eye. Without so much as inquiring into the merits of the case he dragged Tilly up from the floor and thrust a decisive elbow into his father's stomach. Then in a voice as thunderous as Mr. Pashka's own he shouted,

SOCIAL MORES

WAS Mr. Pashka unusually bad tempered, or was this merely his idea of how a man should behave? Why? Did the various members of the family behave according to their traditional custom? Did the children clash with their father more than they would have done in the old country? Why?

Can you cite examples in your own experience of clashes between parents and children in relation to money? Clothes? Marriage? Place of residence? Recreation? Religion?

Were any of the Pashkas right in their stand? Why? Why not? Can you be impartial in this judgment, or is your judgment colored by the atmosphere in which you yourself were reared?

How, in the same American society, can people like the Pashkas get on without quarreling with the people of Main Street? If the Pashkas had more money would their home atmosphere be different? Why? Why not? Do not all parents bring up their children in their own standards? Is not the imposition of parental standards the basis of all education? Could, or should it be otherwise?

SUGGESTED READING

ROBERT LOWIE: CULTURE AND ETHNOLOGY.
WILLIAM OGBURN: SOCIAL CHANGE.
KNIGHT DUNLAP: PSYCHOLOGY. Chapter 8, Genesis and Retention of Habits.
MIRIAM VAN WATERS: YOUTH IN CONFLICT.
JOHN DEWEY: HUMAN NATURE AND CONDUCT. Sections 4 and 5. Custom and Habit.

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"Can a man get any quiet sleep in this house? Or can't he? If I have to stop another fight, I'll leave, and I don't mean maybe."

"He tore my swell stockings," shrilled Tilly. "I just got 'em. And I ain't got any others to wear to work. I paid for 'em; he didn't."

"What she buy crazy stuff like that for, when she owes me money?" Mr. Pashka was righteously indignant.

"She has to wear high class clothes at her place," Joe explained. "Now you've tore 'em, I don't know how she'll go to work."

For a moment silence fell on the family. The little girls and boys peered through the door; Tilly rocked back and forth, her face in her hands; Mrs. Pashka fumbled with her apron. Even Mr. Pashka, though still panting, had nothing to say.

Joe took thought, then asked his sister brusquely, "Got any money left?" She nodded.

"How much?"

Tilly fished under the mattress for her handbag, and with one eye on her father extracted three dollar bills, which she handed to her brother. Joe delved into his pocket for change. Fifty cents he handed to Tilly, and $2.50 to Mr. Pashka.

"You tore her stockings. You'll have to pay for 'em," he adjudicated sternly. Then turning to Tilly, "Next payday, you pay your board on time, and you won't get your clothes tore off." With this ultimatum, he turned back to the kitchen, pushed a child or two from in front of the sink, and in silence began to shave.

Mr. Pashka looked at the money in his hand, and sucked in his breath, apparently all ready to start another fight over the lost 50 cents. Then thinking better of it, he returned to the kitchen, picked up his cap and lunch pail and strode out of the house.

From the living room Tilly gave her ultimatum: "I ain't goin' to live in this doghouse another day. I got plenty o' girl friends to live with, who won't charge me any more board. I ain't goin' to have clothes I paid for myself, torn to pieces. I don't have to, and I won't."

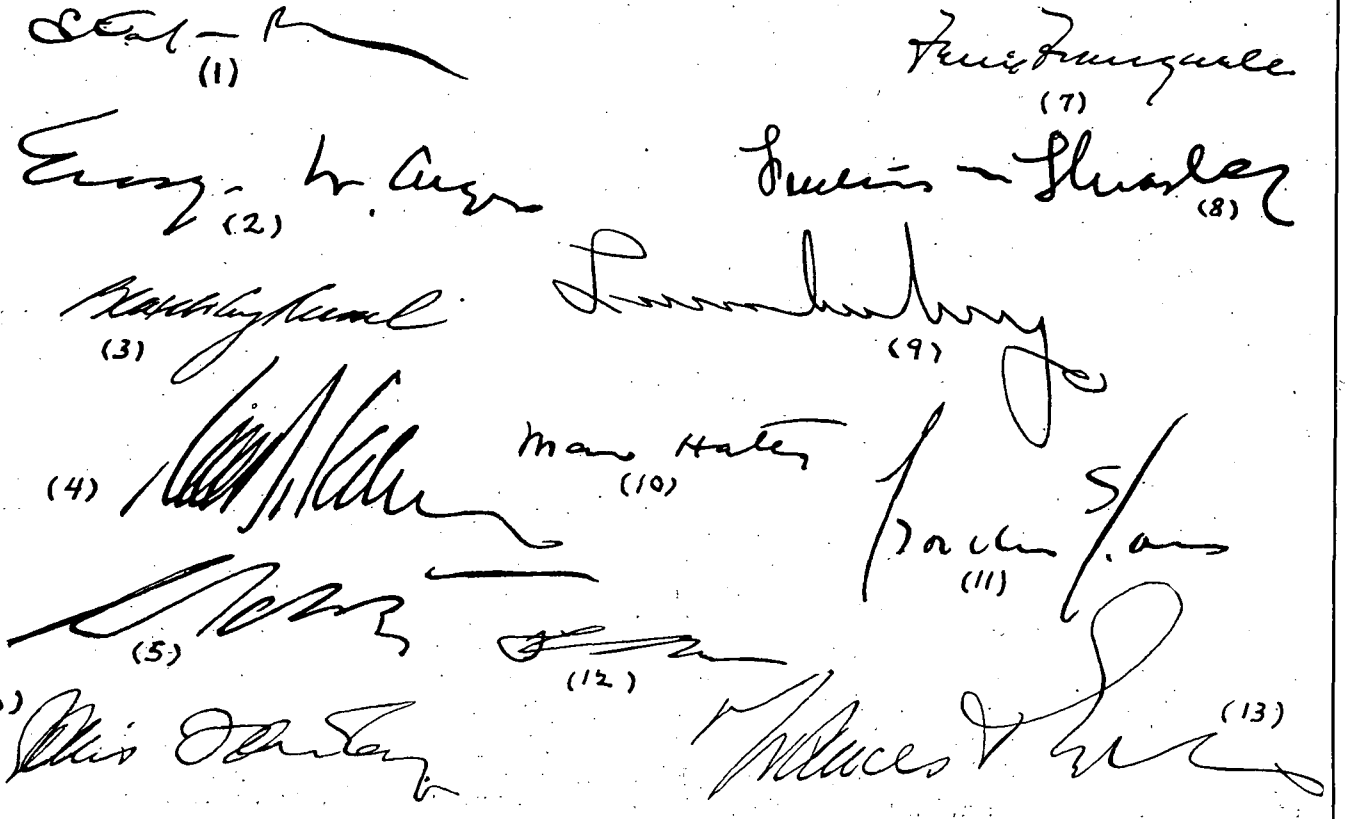
Joe, twisting his face the better to shave his neck, spoke with calm authority. "You'll stay on livin' in this house till some guy marries you or you're twenty-one, or else I'll break your neck."

There was nothing for Tilly to say. Enough was enough. She had to get to work on time whatever the state of her stockings. The children had already forgotten the battle and were chasing each other around the stove. Joe wiped his hands on the roller towel and reached for a potato. Mrs. Pashka cuffed first one child and then another. "Will you be still now and eat!" Morning at the Pashka's was taking its customary course.

This is the sixth in a series of sketches described by the author in her introduction as "life occurrences without labels." [See THE SURVEY, *November* 1936, *page* 333.] *The seventh, The Evolution of Carra Perna, will appear in May. The sketches are from an unpublished book. Selections for* SURVEY *publication, their order and arrangement are by the editors.*

OUR ILLEGIBLE FRIENDS

This cluster of signatures gathered from *The Survey's* mail is offered as a test to bright readers. Clues for the floundering can be found on page 124. Following the approved puzzle procedure we will start you off by revealing that those Spencerian flourishes to the left conceal the name of Public Friend No. 1, Lewis E. Lawes of Sing Sing.



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The Common Welfare

Minimum Wage Sustained

FOURTEEN years—and the right of states to protect women against starvation wages, which Florence Kelley so long ago fought for, is upheld. Now for the Nation! By switching from the "conservative" to the "liberal" wing of the U.S. Supreme Court, Mr. Justice Roberts not only upheld the minimum wage law of the State of Washington, but also gave his fellow Americans another dramatic example of the "one man rule" which at present determines what is and what is not the law of the land. The latest five-to-four decision handed down March 29 came less than a year after the equally divided opinion in the Tipaldo case, which knocked out the New York State minimum wage law, and created a "no man's land" wherein neither Congress nor the states could legislate to safeguard wages and hours. [See *Survey Graphic,* July 1936, page 412.] The distinction between the two cases is a legal hair line. The New York case was argued on the ground that the ruling laid down in the Adkins case in which in 1923 the Court held the District of Columbia minimum wage law unconstitutional, did not apply to the case at bar because the circumstances were different. Five justices rejected this reasoning, holding that the circumstances were the same and that the Adkins ruling therefore applied. No review of the Adkins case itself was made since "reconsideration of that decision had not been sought." In the Washington case, the Adkins decision itself was challenged, and re-examining the grounds for it, in the light of the changing times, five justices now held that ". . . the case of Adkins vs. Children's Hospital should be, and it is, overruled." On the heels of the decision came the announcement that the District of Columbia, its minimum wage law restored, is at once setting up a wage board; and that a new minimum wage law will be introduced in the New York legislature.

On the same day, the Court unanimously upheld the Railway Labor Act. [See *Survey Graphic,* March 1937, page 133.] The Court found that the section of the law requiring employers to bargain collectively with representatives of a majority of their employes is a proper safeguard of interstate commerce. As we go to press, five cases involving the Wagner Labor Relations Act are still pending. These also turn on the principle of collective bargaining, though steel, bus, newspaper and clothing workers, not railway employes are affected, and the commerce clause of the constitution becomes a decisive factor.

Child Labor

FRIENDS of the federal child labor amendment, now ratified by twenty-eight states, view as antagonistic moves three substitute measures recently introduced in the U.S. Senate. Senator Borah and Senator Vandenberg propose rephrased amendments reducing the minimum age for child workers to fourteen and sixteen respectively. The National Child Labor Committee has pointed out that the reason for setting eighteen in the amendment already well on the way to ratification is not to forbid wage earning by all young persons under that age, but to permit the regulation of employment of youths between sixteen and eighteen, and to bar them from certain hazardous occupations. The Vandenberg amendment also tries to offset Catholic opposition by substituting the phrases "limit and prohibit" and "labor for hire" for "regulate" and "employment." There is of course no certainty that this change would modify the opposition in the Catholic Church to child labor legislation, and it would leave unprotected the thousands of children who work as "little merchants" in the street trades.

With the backing of the American Bar Association, Nicholas Murray Butler, the Committee for the Protection of the Child, Family, School and Church, and other opponents of the child labor amendment, Senator Wheeler of Montana has introduced a bill making "the products of child labor subject to the laws of the state into which they are shipped." This is an attempt to apply to the child labor problem the principle upheld by the U.S. Supreme Court as a regulation of prison labor. Those who have worked for the ratification of the child labor amendment point out that while it is a simple matter to tag prison-made goods at the point of production, to determine whether goods transported from one state to another were manufactured by child labor would require an army of inspectors. Manufacturers would have to operate under forty-eight different standards. For example, New York factories cannot employ children under sixteen. Under Senator Wheeler's bill, New York could import goods freely only from seven states.

This proposal is put forward as a "short cut" to the goals of the Child Labor Amendment. Like so many short cuts, it is clearly a dead-end road.

Constitutional Amendment

ON the one hand, the drawn-out struggle to amend the federal constitution in the interest of children has of course been cited as one of the telling arguments for the "short-cut" to economic and social legislation held out by the President's proposal to bring new blood into the U.S. Supreme Court. On the other hand, as alternative to that step, a new crop of general amendments has been brought forward in the course of hearings on that measure and the country-wide debate.

Not to be confused with these developments hinging on the judiciary bill are movements which antedated it, such as the National Committee for Clarifying the Constitution by Amendment, of which Grace Abbott of the University of Chicago is chairman, and Frieda Miller, head of the Bureau of Women and Children in Industry of the New York State Labor Department, secretary. Its small drafting committee is endeavoring to frame an amendment in broad general terms rather than a specific grant of power to Congress. The national committee, made up of representatives of farm groups, labor groups, the National Federation of Settlements, the National Consumers' League and many other organizations, has emphasized its support of President Roosevelt's program for the reform of the U.S. Supreme Court. The amendment it plans to sponsor is offered not as a substitute for this program, but as a long run solution.

Meanwhile the "constitutional convention" summoned

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to meet in Washington in mid-March to consider constitutional change was called off by the group sponsoring it, until the judiciary debate comes to a conclusion.

Safer Nursing

MR. and Mrs. Public are entitled to know just what they are getting when they engage a nurse, even a so-called practical nurse, contends the New York State Nurses Association. In New York as in many other states, qualifications for the title "registered nurse" are fixed and protected by state law but there is no adequate regulation of the great numbers of nurses who cannot write "R.N." after their names. This means some 42,000 unclassified nurses of all degrees of ability and training—or lack of it—are working in New York, as well as 38,000 "R.Ns."

This pot-pourri of 42,000 unclassified nurses includes: registered nurses with the finest of preparation from other states, for whom the present law makes no allowance and who cannot take examinations for New York registration; graduates of nonaccredited and low standard schools generally; "undergraduates" who for some reason did not complete training or failed to qualify; self-elected "nurses" who may have been housekeepers, beauticians, or the like.

A hotly-contested effort to get licensing requirements for all nurses into state law has been before the New York legislature this year, in the Esquirol-Stewart bill sponsored by the State Nurses Association, the State Medical Society, the State Hospital Association and other groups concerned with good professional practice. The bill would require that everyone who nurses for hire be licensed by the State Department of Education, according to not too stringent minimum standards, and would class unregistered but licensed nurses as "nursing aides," prepared to care for chronic or convalescent cases.

The bill has received cavalier treatment in the legislature. It was pushed into committee with a number of spineless nurse practice measures, seemingly designed to give status to graduates of nonaccredited schools. With the World's Fair just ahead, New York's professional nursing organizations anticipate an increasing need for licensing unregistered nurses and plan a vigorous campaign to enlist public support for an adequate nurse practice law in 1938.

Textile Conference

TEXTILES rate as a sick industry on the world's charts, and delegates from the textile-producing countries are meeting this month in the Tri-partite Textile Conference convened in Washington by the International Labour Office. Among the primary producers of textiles are China, France, Great Britain, India, Japan, the United States and Soviet Russia. Germany and Italy, also important textile countries, resigned from the I.L.O. at the time they withdrew from the League of Nations. The Washington meeting was planned as a technical conference preliminary to consideration of what can be done for textiles at the International Labour Conference next June in Geneva. The gathering is unique for two chief reasons: Representatives of employers, employes and the government of countries where textiles are important in the national economy will for the first time try to hammer out a common policy for this basic industry. Second, the scope of the conference indicates an expansion of the field of the International Labour Office, hitherto limited to labor standards and economic maladjustments, here broadened to include policy basic to the readjustment of industrial factors in terms of social-economic planning. Among the themes discussed are unemployment, hours of work, wages, child and woman labor, speed-up, currency devaluation and tariffs.

Quakers and Miners

STEEL and coal corporations, organized labor, the Elmhirst Foundation and the Quakers are cooperating in an experiment to solve the problems of "depressed areas" through subsistence farming and the retraining and reemployment of "surplus" workers. Myron C. Taylor, chairman of U.S. Steel, E. T. Weir, president of National Steel, P. C. Thomas, vice-president of Koppers Coal, Allan Scaife, president of Pittsburgh Coal, John L. Lewis, head of the United Mine Workers and of the C.I.O., are among those who are giving the American Friends Service Committee their backing and practical support in the new venture. This Quaker social agency has purchased a two-hundred acre tract in Fayette County, Pa., on which fifty displaced miners and their families are to be established with tools, livestock and seed sufficient to produce foodstuffs on a subsistence basis. In addition to building their homes and raising their food supply, miners and their sons will receive training for jobs in profitable new lines of work. The back-to-the-land experiment will be supervised by practical agriculturalists and experienced rehabilitation workers, under the direction of Homer L. Morris, secretary of the social-industrial section of the service committee. Mr. Morris points out that no one now knows what to do "when a community dependent upon one industry, coal, lumber, cotton textiles, for example, is plunged into wholesale depression by a sudden shift in demand for its products." The goal of the Fayette County project, Mr. Morris explains, "is to try to work out techniques of what to do when large numbers of men are thrown out of work through some industrial catastrophe, just as the Red Cross has learned what to do in physical catastrophes."

And So On . . .

THE city boosters have backing for their ballyhoo. Statistical support is given to the popular notion that growth makes a gay city and a shrinking population a sad one, in an article by Professor William F. Ogburn in *Public Management*. Hope, progress, expansion, enterprise and economic advantage have been correlated with population increase throughout the history of this country, he explains. • • Of every $100 in rent due the government from Rural Resettlement communities $93.40 was collected, for February; $92.10 for January. • • "No longer in exile but happily and thankfully at home," was the expression of members of the "University in Exile" (Graduate Faculty of Political and Social Science of the New School for Social Research) at their anniversary of four years in America, April 13-15. Thomas Mann was among distinguished participants in the celebration. • • Have we a vested interest in gonorrhea and syphilis? "The crusade against venereal disease . . . threatens to trample private practice," warns an editorial in *Medical Economics*, medico-business magazine. "Consider the tremendous economic loss to the profession if one sixth of the population is removed from private supervision by a policy of free treatment for everyone who needs it."

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The Social Front

Jobs and Workers

THE sit-down is spreading. Three hundred geisha girls recently "sat down" in the Gyozuko Buddhist temple in Osaka, Japan. Sympathizers sent gifts of food, rice wine, bedding and other comforts. The strikers observed a daily hour of worship, with prayers for victory. The strike lasted eight days. The girls won recognition of their geisha guild. . . . Disgruntled Coptic monks, one hundred of them, sat down in their monastery at Deirel-Moharrak, protesting against restricted social privileges and an unpopular abbot. At this writing they are still sitting, and the strike threatens to spread to a Coptic retreat on the Red Sea. . . . Sightless employes in the workshop of the Pennsylvania Association for the Blind in Pittsburgh have started a sit-down strike demanding increased wages, five weeks' paid sick leave, two weeks' vacation with pay, paid holidays, a thirty-five-hour week, abolition of piece work and the "spy system," more healthful working conditions, prompt punching of time cards, promise of no discrimination against the strikers. Of the 167 workers in the association's non-profit broom shop, 107 are on strike. The association calls attention to its $25,000 deficit last year, and says higher wages are impossible at this time.

Remington Rand—In a one hundred page decision, the National Labor Relations Board summarizes some 5000 pages of testimony heard in connection with a case growing out of strikes in six Remington Rand plants, involving over 6000 employes. The decision shows that James H. Rand, Jr., president of the company, assisted by Earl Harding, a publicity expert, and J. A. W. Simpson, the concern's lawyer, personally directed the work of breaking the strike. Professional strike breakers were hired, and the decision describes the ruthless methods used by spies and armed guards. The board refers to the company's discharge of union workers, its attempts to influence public officials and bribe union heads, its spurious back to work movements, its use of agents to commit acts of violence and disorder and to provoke others to commit such acts. The board ordered the company to reinstate 4000 workers still out on strike, and to bargain collectively with the Remington Rand Joint Protective Board. The company has announced that it will fight this decision in the courts. The decision comments on "the unwavering refusal of the respondent to bargain collectively with its employes, and the cold deliberate ruthlessness with which it fought the strike which its refusal to bargain collectively had precipitated."

Tackling Unrest—States and cities have been considering or trying out agencies of mediation to cope with the strike dilemma. An Indiana measure, sponsored jointly by the state federation of labor and the state administration provides machinery for compulsory mediation of labor disputes. It has passed both houses of the legislature. In New Jersey, a bill has been introduced which would establish a labor relations commission in the state labor department, with power to decide, after investigation, which labor group should be recognized in collective bargaining. A state labor relations board to "balance bargaining power" between employer and workers has been proposed in a measure introduced in the Pennsylvania legislature, establishing a state body similar to the National Labor Relations Board. A bill in the New York legislature would set up a three-man labor relations commission in the state labor department. Its functions would be not only to mediate labor disputes, but to try to prevent strikes by promoting collective bargaining between employer and employes. Ohio's legislature is considering an anti-injunction bill limiting the power of courts to issue temporary or permanent restraining orders in labor disputes.

Philadelphia has a Conciliation and Arbitration Board of fifteen members credited with settling or averting strikes affecting more than 100,000 workers since it was established about a year ago. The board is appointed by the mayor, and it has the services of an assistant city solicitor in charge of labor relations. . . . Toledo's Industrial Peace Board, now almost two years old has handled about eighty labor disputes, and, according to Edmund Ruffin, its director, in more than seventy of them it was able to bring about settlements before work stopped. The eighteen members of the board serve without pay, but the director has a full time job and is paid a salary by the city. The services of the board are purely conciliatory and the right to strike is not impaired by cooperation with it.

Five-and-Ten—An investigation into the working conditions of girl employes of the F. W. Grand stores in New York and Brooklyn, who recently attempted a "sit down" strike, has been made by the League of Women Shoppers, Inc., 220 Fifth Avenue, New York. The investigating committee of the league reports that wages range from $12 to $15 a week; hours from forty-eight to sixty; lunch periods are often only fifteen minutes; there is no pay for overtime. When the stores close for legal holidays, the workers have to make up the time. In the restaurants, where the girls are paid $13.50 a week, waitresses are required to pay 25 cents daily for lunch, and 75 cents weekly for laundering uniforms, and to pay for all breakage. The committee found "highly unsanitary lavatories," no rest rooms. The workers, who have formed Local 1250 of the Department Store Employes' Union, demand a forty-hour week, $20 minimum wage, one hour lunch period, improved sanitary conditions, time and a half for overtime, legal holidays without docking, medical care and expenses to be paid by management for injuries received in the store.

Child Labor—The federal child labor amendment was rejected by the lower house of the New York legislature, by a vote which cut squarely across party lines. The determined opposition of the Catholic Church was the chief reason for this defeat, after the favorable vote in the state senate. [See *The Survey*, March 1937, page 79.] Republicans have introduced a state child labor bill which they propose to make a party measure. Assemblyman Rossi has introduced a bill calling for a referendum on the federal amendment on May 20. . . . Ratification of the federal amendment was rejected by the lower house of the Connecticut assembly by a vote of 174 to 83. . . . Ratification of the child labor amendment is expected to come to early vote in the legislatures of Massachusetts and Georgia. . . . A ratification resolution has been favorably reported by a committee of the Delaware legislature. . . . The Florida legislature, which convenes in April, is expected to vote on the question. . . . Hearings on the amendment have been held by the Missouri legislature. . . . Ratification measures have been introduced in the legislatures of Nebraska, Rhode Island, South Carolina, Vermont, Tennessee and Maryland.

Public Welfare

A REPORT of the London County Council for the year ending March 31, 1936, throws light on the complicated public welfare system of that great metropolis. Several authorities deal with various classifications of need; the Ministry of Labor, through the employment exchanges, administers unemployment insurance benefits; the Public Assistance Authority (national) administers—also through the employment exchanges—tran-

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sitional ("uncovenanted") payments, rigidly schematized, to able-bodied unemployed who have exhausted their right to benefit; the other social insurances are administered under the Ministry of Health; while the London County Council, serving as a department of public welfare for the metropolitan area, spreads a net under the whole scheme. It grants outdoor relief on a flexible basis to non-insured and unemployable persons, and to disqualified persons and those who have exhausted their claim to insurance and extended benefit. In addition, it supplements inadequate benefit allowances, and administers all types of institutions giving indoor care to dependents.

Outstanding differences in scope and administration between the London County Council and American departments of public welfare are found in the great use made in London of lay committees whose duties are not only advisory but in many cases actually administrative. Also the council has developed a wide range of institutions for vocational education of children and retraining of adults. Recently medical social workers, called in England "almoners," have been introduced into all hospitals operated by the council. It would appear that these almoners are responsible for determining ability to pay and collecting hospital bills to an extent that greatly reduces their opportunity to make social adjustments for the patients.

The council as a body may and does assume legal guardianship of neglected and illegitimate children, and provides both institutional and foster-home care. Assisted emigration to the colonies, once an important feature of public assistance, has dropped to negligible proportions, due to "restrictions imposed by the governments of British dominions and colonies."

An interesting discussion occurs in the report of the council on the disqualification, under contributory as well as non-contributory old age pension schemes, of residents in public institutions, except while receiving medical or surgical care. "There is frequently great difficulty," the council says, "in truly distinguishing between chronic sickness . . . and infirmity due to old age . . . as regards pensioners under the contributory scheme, it could be urged that, having contributed to a fund for assistance in their old age, they have a reasonable expectation, though not at present a legal right, to receive their pensions whether they are obliged to enter an institution on account of sickness or on account of infirmity. The allowance of the pensions would not only make it possible for the pensioners to receive 'extra comforts' allowances but would also enable them to have the satisfaction of contributing towards the cost of their maintenance."

On January 1, 1936, about 12,000 persons were inmates of institutions managed by the council, with 2500 additional persons attending non-residential training centers. On the same date, about 100,000 persons in Greater London were in receipt of outdoor relief. The total expenditure during the year for this purpose was about £2 million. Of this, 96 percent was in cash, as compared with only 76 percent in 1930-31. The total staff numbered 4664, more than half being institutional personnel. J. C. C.

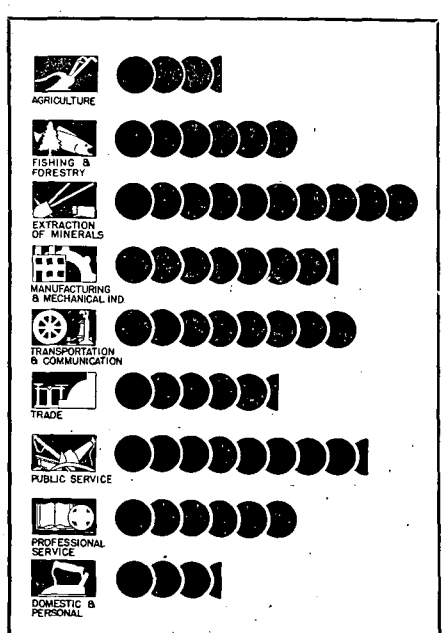
They're Still Paupers—Connecticut's Commission to Study the Pauper Laws has issued its report. At present, persons unable to obtain citizenship can never secure residence in a Connecticut township, and husband, wife and children in a single family often have separate legal settlements. The commission does not attempt to go to the roots of this situation, but contents itself with recommending that the laws be amended so that all members of a family will have, so far as possible, a single settlement. The division of dependents into "state charges" and "town charges" is not to be revised.

"As to town charges," says the report, "local officials are left to their own devices in caring for their cases." Their procedure is standardized only when they expend state funds; although there is an unusual provision, already in the Connecticut law, that township selectmen who refuse needed relief or give it in inadequate amounts are subject to fine. The report recommends that no town or group of towns should be permitted to build a new almshouse without permission from the State Council of Public Welfare, and that after 1940 "no person shall be kept by any town in any almshouse unless he is too feeble or infirm to maintain himself outside."

The commission would revise the laws relating to public assistance to dependent children and the blind in accordance with the Social Security Act, placing care of the blind under the old age pensions authority, and eliminating township funds from both programs. It would also transfer to the state the cost and responsibility for care in institutions of tubercular and mentally-handicapped paupers, whether settled or non-settled.

The commission specifically refrains from recommending that the word "pauper" be stricken from the statutes. Any substitute for this word "would soon gain a similar connotation," it wearily comments.

No doubt the commission's claim is justified that its recommendations, if adopted, "are likely to eliminate waste of time, effort and money; to simplify administration; to eliminate red tape; to leave with the towns purely poor relief activities which deal with rapidly changing and locally peculiar conditions; to centralize in the state both financial and administrative responsibility only in fields which experience has shown better left to the jurisdiction of the larger governmental unit." But the commission stopped short of recommending a simplified and integrated administration of public assistance throughout the state.



From Urban Workers on Relief, Part I.

Hourly earnings of employed workers on relief. Each symbol represents 5 cents

Relief

URBAN Workers on Relief, by Gladys L. Palmer and Katherine D. Wood, in Part I just issued by the Works Progress Administration's division of social research, traces typical outlines of unemployed and underemployed workers who were on relief in May 1934, shortly after the termination of the Civil Works program. Using a sampling method, the inquiry was extended into seventy-nine selected cities and covered approximately 202,000 relief households representing 705,000 persons.

The typical unemployed person on urban relief rolls at the time of the study was found to be "a white man, thirty-eight years of age who was head of a household." Most frequently he was unskilled or semi-skilled, had not completed elementary school, had worked an average of ten years at his "usual" occupation, and had lost his last regular job in the winter of 1931-32.

The average unemployed woman on urban relief was revealed as five years younger than the average man in a similar situation. She had had a slightly better education but had worked for a shorter period at her "usual" occupation, and had lost her last such job in the fall of 1932.

Among 235,000 unemployed workers, there were almost three times as many men as women. The length of time unemployed varied considerably with age, sex, race and occupations. Taking all occupations together, the men in the re-

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lief load were found to have been out of their usual work an average of nine months longer than the women, and white workers longer than Negroes. The longest average period of unemployment was among white miners.

The study estimates that from 10 to 12 percent of those studied were on relief because of inadequate incomes from part time or full time private jobs.

Increasing age and time unemployed both were serious handicaps to reemployment. "Although the majority of unemployed workers on relief stay on relief for relatively short periods of time, there appears to be a residual group of long time unemployed who are the core of a permanent unemployment problem . . . who will not qualify for benefits under the provisions of the Social Security Act. . . . They are stranded in every sense of the word," the study concludes.

Swan Song—The final number of the familiar little gray books containing monthly reports of Federal Emergency Relief Administration activities now has been issued with the explanation that basic relief statistics will be continued in the monthly bulletin, *General Relief Statistics,* which began in January 1937. The Division of Research, Statistics and Records of the FERA, with Emerson Ross director, is the source of both publications. Together with a round-up of reports from special studies, the concluding "gray book" contains a sum-up of total relief loads from 1933-36, by Mr. Ross and T. E. Whiting. (Monthly Report of FERA for June 1936. From superintendent of documents, Washington, D. C.)

Senate—The Murray-Hatch joint resolution which has been introduced into the U. S. Senate, providing for the appointment of a national unemployment and relief commission (S.J. Resolution 68) is in substantial agreement with the stand of the American Association of Social Workers calling for appointment of a non-partisan investigating commission on the whole question of relief and assistance problems.

Re-investigation—With the mayoralty election coming next fall, New York City's Tammany-controlled Board of Aldermen has voted to reinvestigate the city's Emergency Relief Bureau. Two years ago it sponsored the Stryker inquiry which, in the phrase of the day, "played politics with human misery." Now the borough president of Queens has set up the cry that relief is "Communist dominated," and the familiar charge of "too much overhead" has been revived. At this writing, it is possible that Mayor La Guardia may block the $50,000 appropriation called for.

A group of outstanding private social agencies, led by the New York City Welfare Council, testified at a public hearing that ERB administrative costs were inadequate rather than too high. They endorsed as "modest and reasonable" ERB requests for increases in certain items of clients' budgets and for "necessary services without which no family allowances can be well administered." Charlotte Carr, executive director of ERB, pointed to reductions of nearly $11 million in administrative budget and reduction of the staff by more than seven thousand members within the last eighteen months.

The Insurances

MORE than 25 million workers' applications for participation in the old age benefits program are now on file with the Social Security Board. Thousands of applications are still being received daily. The Post Office department which handles applications through its 1072 typing centers before transmitting them to the board, is sending account number cards to wage earners within two or three days after applications are received. New York State leads by more than a million in the number of applications received, according to a March 12 breakdown made by the wage records office. Its total of 3,800,000 is more than 223 times as large as that of the state from which the smallest number has been received, Nevada with 17,041.

Lump Sums—Regular monthly old age benefits will be paid to qualified workers beginning in 1942. Meantime, lump sums will be paid to those who reach sixty-five before that date, and to the estates of those who die. The board has approved the first eight claims filed for lump sum benefits. These first benefits out of the old age reserve account in the Treasury are small, since they were filed shortly after the program went into effect January 1. Payments are for three and a half percent of wages received; taxes of one percent of wages had been paid by the recipients. It is estimated that claims may be made by 123,000 persons who reach 65 during 1937. The number will probably grow slowly until 1942, when a downward trend in lump sum payments is foreseen. Death claims will probably increase slowly for a number of years. Actuarial estimates place the number for 1937 at about 191,000. This figure is expected to double by 1980.

England Extends—A voluntary plan, extending the old age pension and widows' and orphans' benefit sections of the vast social security program to cover middle class workers earning up to £400 a year will go into operation in Great Britain next January. Existing compulsory insurance covers only manual workers and others earning less than £250 annually. The extended scheme will be open to some two million small shopkeepers, clerks, clergymen, farmers and others who have not heretofore had the benefit of state insurance. For the first year the age limit will be fifty-five and contributions will be, at a flat rate of 1s 3d a week for men, 6d for women. (No women earning more than £250 annually will be eligible.) After the first year, the age limit will be dropped to forty, and contributions will vary with age, with a maximum of 2s 11d weekly. Widows' pensions of 10s weekly will be available after only two years of insurance. Old age pensions of 10s a week will be paid the insured at age sixty-five, with the same amount to the wives of men pensioners. Although it is believed the plan will eventually be self-supporting, it will need state aid for a long period. Assuming that the number of entrants the first year will be 250,000 men and 100,000 women, the capital cost is estimated at £23 million, and the annual charge for thirty years, £1,200,000.

Warnings—The Social Security Board warns employers against distributing unauthorized questionnaires, purporting to be required by the board, and designed to disclose the union affiliation, religion or other personal affairs of employes. The only required information is called for on Form SS-5, which asks a few simple questions necessary for identification, such as name, address, sex, color, age, business address of employer. Letters to the board indicate that workers have been directed to return the unauthorized completed forms to their employers.

The Secretary of the Treasury has issued a warning that it is illegal for business firms to add 2 percent to bills and invoices, listing the price increase as "social security tax." Social security taxes are based on payroll, not on gross business. Under Section 1123 of the Revenue Act of 1936, such misrepresentation in regard to a federal tax constitutes a misdemeanor, punishable "by a fine of not more than $1000 or by imprisonment not exceeding one year, or both."

State Legislation — Unemployment compensation laws have recently been enacted by Arkansas and Wyoming, and the Arkansas measure has already been approved. The thirty-seven state laws now approved by the Social Security Board cover an estimated total of 18 million workers. Only eleven states and two territories now remain without unemployment compensation laws. In all but two of these—Florida and Illinois—measures are pending before state legislatures, and a special session of the Florida legislature will soon convene.

Amendments to state unemployment compensation provisions have been or are being considered by twenty-eight of the states already having approved laws.

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Many of these amendments seek to change the basis for computing payment of benefits. In an earlier stage of such legislation, it was often provided that benefits be based on past employment. More recent legislation takes earnings as the basis. This has the advantage of simplifying record keeping and administration, by making the quarterly payroll the only essential record. Alabama has already passed such an amendment, and similar proposals are being considered in New York and other states.

Just To Make It Harder—To decide who does and who doesn't come under the Social Security Act is no simple rule of thumb matter. For instance: Are radio performers employed by networks, booking agents, sponsors, or by their own orchestra leaders? Are they independent contractors? Revenue authorities are not attempting to make a general ruling, *Variety* reports, because the facts differ in each case. . . . The Bureau of Internal Revenue has decided that caddies are employes of individual golfers, not of the golf clubs. Senator Duffy maintains that this also applies to bowling alley pin boys, and that as employes of the bowlers, not the alley management, they have no social security rights. . . . Persons employed on fox farms or other kinds of fur farms are employed in industry, according to a recent opinion by Joseph Chavez, Utah attorney general, who holds that "unless a fox could be defined as a livestock animal, workers employed in fox breeding could not be classified as agricultural laborers." . . . Similarly the operation of fish hatcheries, and establishments for commercial flower-growing, fall outside the "agricultural labor" exemptions of the Social Security Act.

Administration—Bill collectors, detectives, Department of Justice Agents, wives seeking overdue alimony need not apply to the records division of the Social Security Board. The board seeks to make clear to the public that no outsider will be permitted to inspect its files, and no information concerning any social security account will be divulged except to the person to whom it belongs. . . . On the other hand, the board invites inquiries from those wishing information on the status of their accounts. During January, an average of 5082 persons a day wrote the records division for guidance on social security problems. A special correspondence division deals with such inquiries, many of which could be more quickly and efficiently handled at the field offices. Part of the board's educational campaign is devoted to urging citizens to get in touch with local authorities, instead of writing Washington or Baltimore.

The Social Security Board has recently ruled that federal grants for administering state unemployment compensation laws may be used only for the expenses of the specific agency administering the state law. Exceptions to this ruling may be made only where it is the regular practice of the state to provide funds for overhead agencies by making charges upon the state's operating agencies for such overhead services, or where an overhead agency has taken on distinct additional duties which are an integral part of the unemployment compensation administration. This ruling is consistent with the practice of other federal agencies administering grants to states, including the U. S. Office of Education, the Bureau of Public Roads, and the Public Health Service. Grants under the Social Security Act to cover costs of administering unemployment compensation laws have totaled almost $6,200,000 to date.

As of March 1, the unemployment trust fund in the U. S. Treasury had received deposits in twenty-four state accounts which, with interest, amounted to $115,462,712.62.

An eagle with wings outspread is the symbol of "protection" on the seal which appears on official documents and publications of the Social Security Board. The ten benefits of the Social Security Act are depicted by the ten bars in the shield below. The forty eight stars above stand for the forty eight states. The flag on the left is a composite state flag; the one on the right, the national banner. Interlocked behind the shield, they indicate federal-state cooperation.

WPA

MARCH came in lion-ish with storm centers around the Works Progress Administration program, but at this writing seems likely to go out somewhat mollified. The month began with more than two million on WPA rolls and the number increasing. (The up-to-now peak for WPA rolls had been reached March 1, 1936, with more than three million.) A cut in WPA of 600,000 before June had been foreshadowed by various statements in the press. Then came orders to be carried out by April 15 requiring: that not more than 5 percent of all employes of WPA, relief and non-relief, receive wages in excess of the security scale; and that no more than 5 percent of workers not certified as in need of relief be employed on WPA projects. The orders, of course, meant layoffs. A few minor exceptions are allowed, but with the proviso that "all future exemptions from either ruling be made only with authorization of the federal administration."

Governors of six industrial states—Illinois, Massachusetts, Minnesota, Rhode Island, New York and Wisconsin protested any cuts in WPA which would outpace reemployment and increase the relief burdens of the states and localities. Mayors of twenty-six eastern cities asked that Congress provide a minimum appropriation of $2,200,000 to carry WPA through 1937-38. In New York City, rather than see the rolls cut beyond the effects of the "5 percent non-relief" order, a substantial increase in the city's contribution was arranged.

At this writing, WPA's future beyond June is still undetermined, but President Roosevelt has assured the six protesting governors of "sympathetic consideration" and a conference soon after his return from his Warm Springs, Ga. sojourn.

Harry Hopkins Says—Federal WPA Administrator Hopkins has given strong evidence that he favors a permanent WPA. In his recent pamphlet, The Realities of Unemployment, discussing what the government can do to help work out "an American answer to unemployment" he says: "The federal government can continue to provide a program of public works like the WPA for employable workers who cannot find jobs," and "cannot refuse responsibility for providing jobs to those whom private industry does not hire."

In a letter to *The Survey*, Administrator Hopkins commented on the experiences of WPA workers during the February floods: "I always like to see WPA workers under fire in an emergency. That is the time when they can give the best answer to the people who keep calling them loafers, and whether they realize it or not, their answer is always magnificent. . . . Perhaps the hardest work of all remains to be done. . . ."

Impedimenta—New restrictions, which last year's Louisiana state legislature placed upon the operations of WPA in that state have now gone into effect. National regulations of WPA provide that state and local offices are responsible for determining what projects shall be submitted to Washington for approval and what undertaken, once approved. Now, in Louisiana, a newly established State Planning Commission must give preliminary approval before proposed projects are submitted to local WPA offices, and must again pass on them, before they can be sent on to Washington. Then, though approved by President Roosevelt, a project cannot be inaugurated in Louisiana until the new commission consents.

Disaster Loans—Directors of the Reconstruction Finance Corporation have set up a Disaster Loan Corporation, staffed by members of the RFC staff. Cooperating with WPA and the Red Cross, the disaster loans will aid those suffering from "losses they can ill afford to

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stand." The corporation will have no hard and fast rules as to terms or security. Loans will be made "in accordance with the ability of the borrower to repay, and secured where the applicant is able to give security," it is announced. Interest will be charged at 3 percent a year, with certain arrangements and terms adapted to the requirements of the applicant, but with a view to eventual repayment. No money is to be loaned to borrowers able to get money through "normal channels."

Rulings—Recent WPA administrative orders ruled that employable widows who have been dropped from WPA rolls and are not receiving social security benefits will be reinstated at once; that New York City's extensive Federal Arts Projects shall be administered directly from Washington.

Young Volunteers

JUNIOR LEAGUES in thirty-five cities of the United States and Canada contributed to a symposium on housing and slum clearance which is published in the April issue of the national *Junior League Magazine*. Material was gathered through an "editor" in each local league, with members as "reporters" investigating and photographing housing conditions in their own communities. Besides producing a significant picture of housing through Junior League eyes, the symposium stimulated a lively interest in the subject on the part of members.

Local Activity—Special interest clubs for school children have been arranged by the Children's Museum of Hartford, Conn., through the help of the Junior League which is paying the salary of a group worker on the museum staff, who directs the clubs. . . . The Newburgh, N. Y. League is financing a study of local social agencies, under the auspices of the Newburgh Community Chest. Paul Benjamin, executive of the Buffalo, N. Y. Council of Social Agencies, is directing the study, with the aid of a committee appointed by the chest. . . . In her few months of service, Mary Frances Shelburne, new placement secretary of the Winston-Salem, N. C. League has developed opportunities for volunteer service in local social agencies and has undertaken a study of cases in the leagues' Home for Incurables. The league home has served as a demonstration of need. Now a new county home has been opened which, it is hoped, will take over all eligible cases, so that the league home may be closed.

Collegiate—After giving three summer training institutes for student volunteer workers, the Children's Aid Society of Detroit feels that it has evolved a plan with definite values. Students follow a strict program of instruction and supervised field work. After a two months' intensive course, the society reports, they show definite progress. Several neighboring universities allow credits toward their degrees to students who attend the institute. (Full information from Leon W. Frost, Detroit Children's Aid Society.)

Library News

INFORMATION on public affairs will be made available in homeopathic doses to library patrons of thirty cities during the next few months, through a project sponsored jointly by the U. S. Office of Education, the American Library Association, and the Public Affairs Committee. More than 600 pamphlets on questions of the day have been furnished the public library in each city, where they will be brought to public attention through displays, newspaper articles, and so on. A centralized purchasing plan will simplify quantity purchases of any pamphlet needed for group use. Half the participating cities have federal public forums in action; the other half lack such forums but have many other groups taking active interest in public affairs.

Trailer-Library—A trailer-library is the invention of Ralph Shaw, librarian of Gary, Ind., confronted with the problem of providing books for readers on the outskirts of a city. More than 17,000 readers, heretofore without convenient access to Gary libraries, can now look forward to having the trailer branch library bring 1500 or more books within easy reach once a week, remaining from a half day to a full day at each of its eight stops. According to Mr. Shaw, the cost of trailer book service is considerably less than the rental of a single stationary library of comparable size. A fleet of these inexpensive trailer branches may some day be operated by large libraries, in Mr. Shaw's opinion, either for service such as Gary is now offering or for even more direct service from house to house.

State Aid—Governor Davey has signed a bill providing $150,000 for state aid to public libraries in Ohio for the coming biennium. This is $50,000 more than the state aid granted in 1935, and will make possible steady development of the plan on which Paul T. Noon, state librarian, and the Ohio Library Commission are working, to place books within convenient reach of all the people of the state. In 1935, nearly 500,000 Ohio residents were without a public library. State grants provide not so much for the establishment of new libraries, as for the extension of the services of existing libraries to unserved Ohio residents. . . . The Arkansas legislature has passed a bill appropriating $100,000 for the state library commission and state aid to libraries. With 85 percent of its people without access to a public library, Arkansas has stood for several years second from the bottom of the list of states in its provision of library service. Only West Virginia has stood lower. . . . A bill presented to the Michigan legislature by the state library association would provide permanent state aid for library service amounting to $1,250,000 annually. At present there are 1,100,000 people in Michigan who do not have access to a public library.

After the Floods—Damage to books and library buildings during the recent floods are summarized in the current *Bulletin of the American Library Association* in reports from West Virginia, Ohio, Kentucky, Indiana, Illinois. Most libraries apparently stand on high ground, and the chief damage seems to have been through flooded basements. This occasionally meant, as in Louisville, damage to valuable documents and bound magazines. Other libraries were not so fortunate, as in Portsmouth and Ripley, Ohio, where the buildings were "completely flooded," with serious damage to books, records and buildings. In Indiana, where fourteen counties were flooded, the estimated library loss is 54,000 books, all the records in two libraries, building and equipment damage of $39,000. The report points out that "libraries not themselves flooded will suffer a loss of the books that were in circulation in flooded homes. Collectively this will reach a large figure." It is hoped that WPA workers will be available to assist in restoring water-soaked books and buildings.

Child Welfare

ADVICE and consultation on health and medical programs are now offered by the Child Welfare League of America to its member agencies. Dr. Florence A. Browne, Detroit social worker and pediatrician has been added to the national staff to develop the new service for which funds were made available nearly a year ago through a four-year appropriation from the Commonwealth Fund. [See *The Survey*, June 15, 1936, page 184.] Standard practices will be worked out and help given to agencies on their health problems.

The league also is carrying on "a quest for information" on local agency activities and practices, in order to answer queries on "how others are doing it." Sybil Foster, field secretary in charge of the inquiry, explains that its aim is "not to find the one accepted way," but rather to search out and pool current experience—what actually is being done, why does it work or not work in a given situation? Subjects being explored include plans for home finding, intake methods and ways of educating the community as to necessary safeguards in child adoption.

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New Committee—Katherine Lenroot, chief of the U. S. Children's Bureau, has announced the appointment of an advisory committee on Training Schools for Socially Maladjusted Children. Roy L. McLaughlin of Meriden, Conn. is chairman and Elsa Castendyck, director of the bureau's delinquency division, will serve as secretary. The new committee is the result of plans made at the last National Conference of Juvenile Agencies. It will have functional subcommittees on objectives and studies, an informational and statistical service and an overall executive committee. The aim is to develop not rigid standards but rather a flexible philosophy or set of principles for institutions, to serve "as a guide for evaluation and continuing development."

Against War—Answering a questionnaire from the Children's Aid Society of New York, 10,000 of the city's school boys and girls ranked war last and G-men first in checking their choices of movie themes. The questionnaires were part of the society's study of after-school activities.

Atlanta Boys—A survey of 264 Negro boys called "typical" of Atlanta, Georgia's eleven-to-eighteen-year-olds has been completed by students of the Atlanta School of Social Work, with Sarah Ginsberg directing the research. Of the group studied, about 55 percent were native-born Atlantans, living with both parents. Nearly half came from families of four members or less; over 70 percent lived in one family homes; and 95 percent in frame houses. However, only 2.6 percent of the homes had furnace heat and 46 percent were lighted by kerosene lamps. Working mothers in some cases left home as early as 6:30 a.m. and often did not return till after 7 p.m.

Only nine boys admitted smoking and nineteen that they ever drank wine, whiskey or beer. Some 93 percent claimed attendance at a church, but, the report points out, most of them would hesitate to answer "no" to this question. One out of five mentioned activity in a church club.

In discussing futures, the largest group of boys expressed an ambition to be doctors, with mail carriers and clerks the next most popular vocations. Eighty-nine now work after school and Saturdays, mostly as errand or newsboys.

Questioning revealed that most of the boys felt dissatisfied with conditions of Negro life in Atlanta and were conscious of race discrimination, especially in law courts and in employment.

Friedsam Studies—Important findings in child neurology are expected to result from a new national and international research program announced by the Friedsam Foundation early last fall. [See *The Survey*, September 1936, page 279.] According to Dr. Bernard Sachs, director of the project, an earlier program of child neurology research, undertaken at the Neurological Institute of New York, encouraged the trustees of the foundation to launch a program "beyond the limits of any one institution, city or country." Stipends—scholarships or otherwise—will be awarded to chosen applicants proposing original work that promises to be fruitful of results. The three main channels of pursuit, according to the comprehensive program of the project, include: organic and functional diseases of the nervous system in children, neuroses and psychoses of early life, and social, personality and home problems. A special council for the work is made up of the director, seven medical experts and two laymen.

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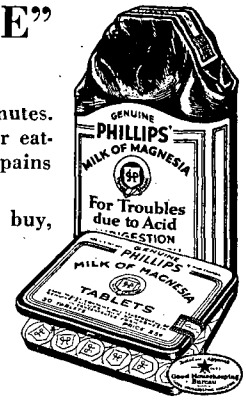

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

Against Tuberculosis

RESULTS of a two-year study of tuberculosis are among the first findings to be released by the vast Hospital Survey of New York. Dr. Haven Emerson, director of the study and professor of public health practice at the Columbia University School of Medicine, told the recent annual meeting of the New York Tuberculosis and Health Association that there is an acute need for more beds for tuberculosis patients in the city's hospitals.

The most liberal provision among the large cities in the United States, he said, is two beds for each death from tuberculosis in the year; the least, one bed per death. Addition of 2500 beds for tuberculosis patients would give New York City a ratio of 1.7 beds per annual death from tuberculosis, while Detroit now has 2.3, Milwaukee 2, Buffalo 2.1 and Seattle 2.1 beds.

While Negroes make up only 5 percent of the population of New York City, they constitute 15 percent of the patients in tuberculosis hospitals and 25 percent of the city's deaths from the disease, the survey showed.

Attendance at the association's clinics increased more than 8 percent in 1936 over 1935, reflecting the increase which last year interrupted years of steady reduction in tuberculosis in New York City.

Schools and Colleges—Five state institutions of higher education in Mississippi, which together enroll about five thousand students, are cooperating with the State Tuberculosis Association in a

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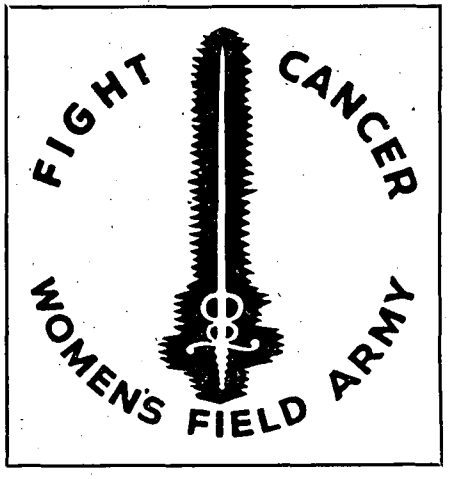
plan to combat tuberculosis among college students. A trained clinician will give all students tuberculin tests and make further X-ray examination when indicated. The costs will be paid by student health fees.

The two-year-old Tuberculosis Committee of the American Association of School Physicians is working to devise standard methods of attacking tuberculosis among school children. The committee stresses the importance of tuberculosis surveys for the children of any community and suggests reducing costs by using rolls of paper film for general X-ray exposures with celluloid films for further X-ray follow-up, when indicated. The committee reports that this method, which has been tried extensively in eastern localities, reduces costs enough to make "chest films" available to practically everyone.

Case Histories—Tuberculosis is no respecter of persons, said the *New York Times* editorially. It caused the deaths of Robert Louis Stevenson, Keats, Byron, Molière, Balzac, Dostoievsky, Gorki, Kant, Schiller, Chopin, Spinoza, Christy Mathewson, Dr. Trudeau, and Ring Lardner. . . . In an article in *The Crusader,* publication of the Wisconsin Anti-Tuberculosis Association, Dr. Frank L. Jennings gave the history of tuberculosis in one family. "Because of needless neglect in discovering and checking tuberculosis in the father of this family, Hennepin County and the State of Minnesota already have spent $23,058 on his children and grandchildren for medical treatment and hospital care alone."

The Public's Health

THE Women's Field Army of the American Society for the Control of Cancer plans to make its blue shield with white, caduceus-entwined sword and scar-



let flames as familiar as the double-barred cross of the National Tuberculosis Association and the emblem of the American Red Cross. Contingent on the success of Enlistment Week, which recently launched the women's army in forty states, a future program has been proposed to include: permanent educational bureaus using modern techniques of advertising and popular education; scholarship and fellowship funds for cancer study and research; compilation and follow-up of records on results obtained by treatment; and financing travel costs to bring indigent patients to hospitals.

Diabetes—At the New York Diabetes Association summer camp, Cornwall, N. Y., diabetic boys and girls between eight and twelve years old vacation under medical supervision and also receive training in procedures such as diet calculation, insulin administration, urine testing. Most of the children come from the diabetes clinics of New York City. Physicians volunteer their services and support of the camp is voluntary.

In Cincinnati, Ohio, a special committee on diabetes has been formed by the Public Health Federation in cooperation with the Academy of Medicine. An information bureau for physicians and the public, a study of the morbidity and mortality of diabetes and general public health education are planned.

The Prendergast Preventorium in Mattapan, Mass. teaches diabetic children from six to fourteen years old. They have regular school work while receiving treatment. Diet, insulin and exercise are carefully watched and the children are reported to find their routines less irksome when taken en masse.

Vitamins—"Eat and see" says the *Illinois Health Messenger* in a recent issue which explains that "shortage of vitamin A in the diet reduces the ability to see well in the twilight and darkness. More accidents with motor vehicles occur during the late afternoon and early evening than at any other time of day. Lack of good vision undoubtedly plays a part. . . ." Evidence is cited that a well-balanced diet, and plenty of vitamin A may have importance in avoiding traffic accidents. . . . Vitamin C is still Vitamin C no matter what kind of oranges you choose to eat. Also, there is slight difference in vitamin content despite contentions of advertisers, said the *Journal of the American Medical Association* recently.

Professional

COMING May 23-30 to Indianapolis! Biggest and best-yet National Conference of Social Work, or so advance billings read. The further information that it will "cover more ground than in many a year," takes on added meaning in conjunction with the conference map of Indianapolis, showing relative locations of convention hall and hotels. Of first importance for prospective 1937 conference-goers would appear to be early hotel reservations and good feet.

The Murat Temple, which will be convention headquarters, is reported to be fine and spacious. Besides meeting rooms, it contains one of the city's best theatres. An entire floor will be equipped as a lounge and another devoted to exhibits, registration, consultation and information services.

This will be the sixty-fourth annual meeting of the conference, the first in Indianapolis since 1906 when there were 2800 members. Statistics for this year show a total of 7712 conference memberships—individual and agency—of which 480 are sustaining and 482 institutional.

The 1937 program will be built on a framework of five general sections: social case work, chairman William H. Savin, Washington; social group work, chairman J. Edward Sproul, New York City; community organization, chairman Dr. Ellen C. Potter, Trenton, N. J.; social action, chairman Mary Anderson, Washington, D. C.; and public welfare administration, chairman Grace Abbott, Chicago. In addition, seven special committees and more than fifty associate groups will meet concurrently. More than 300 daily sessions have been scheduled.

At the opening general session, Sunday evening, May 23, Edith Abbott of Chicago will deliver her presidential address. The final session will be the "conference luncheon" on Saturday, May 30. Other speakers at general sessions, as now announced, will include: Charles P. Taft, II, of Cincinnati; Senator Robert F. Wagner of New York, and Governor Frank Murphy of Michigan.

The nominating committee has presented the following slate for 1937-38: president, Solomon Lowenstein, New York; first vice-president, Grace L. Coyle, Cleveland; second vice-president, Forrester B. Washington, Atlanta; third vice-president, Ruth Fitzsimons, Seattle.

Indianapolis is a crossroads city for practically all forms of transportation—major airlines, railroads, highways. Some railroads are offering to those who can drum up a group of twenty-five, traveling together, a special round-trip rate of a cent and a half a mile and a coach to themselves. Details vary and must be worked out with the local railroad agent.

Hugh McK. Landon is chairman and C. C. Ridge, executive secretary of Indianapolis' local committee on arrangements.

Sidelight—A significant "by-finding" of the recent delegate conference of the American Association of Social Workers in Washington was the list of queries "on which no agreement could be reached." Among these, as listed by the report committee, were: "Is relief by categories to be preferred to generalized relief? Should full budget relief be given instead of sub-

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sidies to sub-standard wages? Should administrators of social work have had previous training in the practice of social work? Is the AASW in favor of setting up definitive standards for rating agencies on their personnel practice? On what criteria should professional social action rest?"

New Year Book—The 1937 Social Work Year Book, the first to make its bow under the new editor, Russell H. Kurtz, has been issued by the Russell Sage Foundation. From "Adoption" through "Zoning," it is packed with material showing the great variety and extent of 1937 social services.

A feature of the new Year Book is its discussion of the Social Security Act and the results already observable. Desirable changes, criticisms and significance of the Act, are included in an article by Eveline Burns. The section on crime and crime prevention, including material by Thorsten Sellin and Sanford Bates, and that on mental diseases by Dr. George S. Stevenson reveal darker sides of today's picture. (1937 Social Work Year Book. Price $4 postpaid of *The Survey*.)

Cash Prizes—In connection with plans for the next International Congress for Education in the Family, a prize competition has been arranged, with three prizes of a thousand francs each for the best reports of research in this field. Plans are being made for the Congress by a special commission which meets in Paris the week of May 14, a period designated as "international week on family, home-making and rural problems." Information regarding the competition from P. De Vuyst, International Commission for Education in the Family, 22 Avenue de l'Yser, Brussels, Belgium.

Pursuit of Knowledge— Fordham University School of Social Service, New York City, has introduced a new course relating to the social security program, part of a general expansion of the school's curriculum. . . . The New York University School of Education this year offers a course on the artistic, educational and social aspects of the motion picture, given by Frederick M. Thrasher.

Special summer courses to train teachers and supervisors of sight-saving classes will be offered at Western Reserve University, Cleveland, Ohio, June 21-July 30; Wayne University, Detroit, Mich., June 29-August 6; and at Teachers College, Columbia University, July 12-August 20. Advanced classes also will be offered at Western Reserve and at Teachers College. Full information from the National Society for the Prevention of Blindness, 50 West 50 St., New York.

The second annual Seminar on Social Work in the Soviet Union, directed by Walter West of New York, will sail on the S.S. Berengaria July 3. Membership will be limited to social workers and students of social work. Complete information from Edutravel, 55 Fifth Avenue, New York.

New York University, New York, and the State Reconstruction Home in West Haverstraw, N. Y., have been chosen as training centers for nurses and other public health workers who wish to take courses in reconstruction work for the physically handicapped, in connection with social security services to crippled children. States participating in these services are sending trainees. The course now in session closes June 18; the next will be given July 6-October 8. Information from George G. Deaver, New York University, Washington Square Branch.

The School of Applied Sciences at Western Reserve University, Cleveland, Ohio, will hold an institute on group work, May 31-June 19. Courses are designed for experienced professional workers. Information from W. I. Newstetter, institute director, at the university.

I See by the Papers—For a year a committee of the Chicago Social Work Publicity Council "sat waist deep in clippings, and for another year wrestled with conclusions," to produce the report, I See by the Papers. News of Chicago social agencies which "made the papers" during four sample months was clipped, measured, classified and tabulated. The committee was confronted with the surprising total of five thousand clippings—some 27,000 column inches—mentioning 800 different agencies. There was not a single unfriendly notice; three were classed as "indifferent." Only in dealing with public welfare work, involving politics, did the papers show bias, and not always there.

The committee has analyzed what these columns have said, how they have said it, and what the newspapers think of social work publicity in a pamphlet which is itself a first rate publicity job. (Limited supply available; price $1 from the council, 203 North Wabash Avenue, Chicago.)

Branching Out—The Deering Community Center, Deering N. H., a 120-acre rural property including thirty buildings valued around $150,000 has been given to Boston University for use as a training center for the division of social and religious work. By the terms of the gift, the center must be used to train students, particularly in summer sessions, and must serve the children and youths of its own community. The university plans to prepare students for work in rural churches, particularly on staffs of large parishes, and to give some general courses in rural social work. The center has an ideal "summer resort" location.

The Kansas Conference of Social Work now has its first paid secretary, Lulu Busby of Topeka. She is listing all the social workers of the state, with their qualifications, preliminary to a conference plan for state registration such as California now uses. Miss Busby also is serving as an information "center" to keep social workers informed on state public welfare legislation, now a crucial issue in Kansas.

People and Things

THE new secretary of the New York State Department of Labor is Rose Schneiderman who succeeds the late Maud O'Farrell Schwartz. Miss Schneiderman, president of the New York Women's Trade Union League since 1917, began her labor union experience in 1903 when, as a cap maker, she helped to organize a branch of the United Cloth Hat and Cap Makers.

Since 1907 her major concern has been labor organizing, chiefly in the needle trades. From 1926-32 she was president of the National Women's Trade Union League and in 1933 was the only woman member appointed to the Labor Advisory Board by President Roosevelt.

Events—May 1 will be "May Day—Child Health Day." This observance, now becoming a tradition, was fostered by the late American Child Health Association and continues under sponsorship of the U. S. Children's Bureau and by presidential proclamation. With its familiar slogan, "Health protection for every child," its concrete objective is "to promote the extension of year-round child health services in every community, including services for physically handicapped children." Suggestions for May Day programs and publicity may be had on application to May Day chairmen of state health departments. . . . The last week of April has been designated "Better Health Week" for Bronx Borough of New York City. It will be celebrated by exhibits at the county court house, special lectures and movies, sponsored by local health agencies. . . . The New Jersey State Organization for Public Health Nursing will meet April 23 in Asbury Park. Frank Kingdon, president of the New Jersey State Conference of Social Work will be a principal speaker. . . . The Association of Western Hospitals and allied groups will meet April 12-15 in Los Angeles. . . . The Eastern Regional Conference of the Child Welfare League of America will be held April 30-May 1 in New York, instead of on the dates previously announced.

Alumni of the New York School of Social Work will hold their spring conference May 6, at the school. . . . The

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National Congress of Parents and Teachers will be May 3-6 in Richmond, Va. . . . The National Federation of Settlements meets in Bloomington, Ind., May 19-23, dovetailing conveniently with the National Conference of Social Work. . . . A world convention of the Women's Christian Temperance Union is planned for June 3-8 in Washington, D. C. . . . The Jewish Welfare Board will meet April 24 in New York City. . . . The American Association for Social Security is holding its annual conference April 9-10 in New York City.

The New York State Conference of State, County and City Committees on Tuberculosis and Public Health, of the State Charities Aid Association will be held in New York City May 11-13. . . . The National Recreation Congress will convene May 17-21, Atlantic City, N. J.

NOPHN Anniversary—A plan for headquarters consultants on mental hygiene, industrial nursing and control of syphilis has been set up by the National Organization for Public Health Nursing, contingent on the success of the 1937 Silver Anniversary campaign. As a result of aroused public interest in a syphilis control program, says Dorothy Deming, NOPHN director, the public health nurse increasingly is called upon to participate, in the role of community health teacher. "All these questions need expert handling and guidance," said Miss Deming, discussing the new plans. A mental hygiene consultant was included in the organization's staff in pre-depression days.

New Jobs—Katherine Faville, now associate dean of the Frances Payne Bolton School of Nursing at Western Reserve University, has been appointed director of the Henry Street Visiting Nurse Service of New York beginning in the early fall. Elizabeth Mackenzie who has been acting director since the resignation of Marguerite Wales, now with the W. K. Kellogg Foundation, will continue as associate director of nurses. Miss Faville brings to her job a wide executive and educational experience.

Resigned—Henry P. Seidemann has left the Social Security Board where he directed the federal old age benefits bureau of the board. On "loan" from the Brookings Institution, Mr. Seidemann asked to be relieved in order to return to Brookings. He is succeeded at the board by LeRoy Hodges, economist and since 1924 managing director of the Virginia State Chamber of Commerce. . . . Stanley D. Nobel, secretary of the Wisconsin Society for Mental Hygiene, has resigned to become an industrial personnel manager. . . . James A. Nolan has left the Washington, D. C., Council of Social Agencies, where he was secretary of the department of family and child welfare, to become the first director of the Washington Criminal Justice Association.

Turnover—Natalie W. Linderholm, since 1931 secretary of the Boston Family Welfare Society, now chairman of the national Social Work Publicity Council, has come to the Russell Sage Foundation staff as assistant to Mary Routzahn in the department of social work interpretation. . . . Edward W. Harding, formerly director of the Kansas City Civic Research Bureau, has been appointed associate administrative consultant of the Public Administration Service of Boston. . . . The Rev. Walter K. Morley is the new executive secretary of the social service department and associate director of the Cathedral Shelter of the Episcopal church, diocese of Chicago.

Dr. Emery E. Olson, who has been in Washington organizing training for federal employes at the American University, will return next year to the University of Southern California where he is dean of the School of Government.

Reorganization—Key administrative appointments have been announced for the reorganized New York State Department of Welfare which on July 1 will absorb the state's Temporary Emergency Relief Administration. Frederick I. Daniels, chairman of TERA, becomes first deputy commissioner in the reorganized department; Mary L. Gibbons, former head of the New York City Emergency Relief Bureau, will be deputy commissioner in charge of New York City; and Clarence E. Ford, now in the department, deputy commissioner in charge of non-relief social services. It is expected that most TERA employes will be taken into the new department, following civil service examinations.

News Notes—The Coralie Noyes Kenfield Scholarship, to train teachers of hard of hearing adults, has been established in honor of the late Miss Kenfield of San Francisco, who was widely known as a teacher of lip reading. The American Society for the Hard of Hearing is trustee for the Kenfield Memorial Fund. Applications for the 1937 scholarship should be made during April to the Teachers' Committee of the society at 1537 35 Street, NW, Washington, D. C.

Richard S. Childs has been appointed to the New York State Housing Board, succeeding Louis Pink, now state commissioner of insurance. Long active in civic affairs, Mr. Childs is known to "housers" for his work as chairman of the New York City Slum Clearance Committee.

The National Housing Association, a pioneer in the field, has "liquidated" and turned over its records, files and information to the Central Housing Committee, Interior Building, Washington, D. C. Lawrence Veiller, since its beginnings secretary of the association and editor of *Housing* will devote his time to the Citizens' Crime Commission of New York State, a new organization of which he is president. The commission springs from the work of the now disbanded criminal courts committee of the New York Charity Organization Society.

Margaret Morriss, dean of Pembroke College at Brown University, is the new president of the American Association of University Women.

The twentieth anniversary celebration of the National Association for Travelers Aid and Transient Service will be held April 22-24, with three days of lively discussion, distinguished speakers and social events.

Deaths

THE death of Dr. William A. White, in early March, brought to a close the career of one of this country's most distinguished and beloved public servants. Practically all of Dr. White's professional life was spent in administration in public hospitals for mental illness, first as assistant physician at the Binghamton, N. Y., State Hospital, and since 1903 as superintendent of St. Elizabeth's at Washington, D.C. Despite these heavy responsibilities, Dr. White found time and energy for both professional and public leadership in questions associated with his specialty. He was widely known as a medical educator and as the author of books distinguished not only for their specific scientific contribution but also for their insight into broad social questions. He had served as president of the American Psychiatric Association, the American Psychoanalytic Association, the Washington Institute of Mental Hygiene, the Social Hygiene Society of the District of Columbia, the Washington, D.C. Academy of Medicine, and the first International Congress on Mental Hygiene. Few professional fields have undergone so rapid and varied a development in the past forty years as that with which Dr. White was concerned, yet each change found him in the vanguard as a trusted counselor and leader. His life is witness of the contributions made by a physician in the public service to medical science, to his profession, to the sick, and to the wise and tolerant understanding of his times—MARY ROSS

MARGARET C. HOLLY, executive of the Plainfield, N. J. Charity Organization Society, for thirty years active in civic and social work.

HELEN M. POLLOCK, of the Children's Bureau of Philadelphia; for many years the "right hand" of the late Prentice Murphy.

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Book Reviews

History With a Future

AMERICAN PRISONS: A STUDY IN AMERICAN SOCIAL HISTORY PRIOR TO 1915, by Blake McKelvey. University of Chicago Press. 212 pp. Price $3 postpaid of *The Survey*.

THE long-needed history of American prisons and reformatories and of the reform movements which have produced them is here achieved. It is a contribution of real significance to American social history. The author shows a good command of his subject. He has acquainted himself with the major histories of individual state penal systems, with the monographs that have told in part the story of our penal development, and with the fugitive reports and memoranda out of which the authentic account of the growth of the American prison system must be constructed.

Beginning with the origins of American prisons in the last half of the eighteenth century, the author traces their antecedents back to the monastic prisons of the Middle Ages and the workhouses and jails of the Netherlands. He tells of the establishment of the American prison system, by 1835, and estimates critically the theories and practices accompanying it. He follows with an admirable treatment of the revolutionary program which produced the Elmira Reformatory and the triumph of the Elmira idea in American penology, in which the leaders in this historic movement for prison betterment are characterized and their labors properly appraised. There is an excellent chapter on the problem of prison labor, stressing the possible pedagogical aspects of work in prisons. Separate chapters recount the prison development in special sections of the country, rightly emphasizing the backward and brutal character of southern prisons.

Since the work stops with 1915, it ends when the momentum of the Elmira movement was being spent and the reformatory conception had receded from its dominant position in American penal reform. The era since has been dominated by the ideas of Thomas Mott Osborne and by the rise of psychiatry as a technique for dealing with delinquents. The book is so good that most readers will regret that it does not cover the very interesting period of the last twenty years, in many ways as revolutionary as that from 1860 to 1890.

The major conclusion which will be drawn from the book is that scientists and reformers have created a reliable and effective technique for dealing with delinquents, but that the task of applying it in well-integrated fashion within our institutions is a challenge to the future rather than an achievement to which we can already point. Many prisons of 1935 had improved only in architecture over the best of 1835.

Auburn, N. Y. HARRY ELMER BARNES

A Different Sociology

PRINCIPLES AND LAWS OF SOCIOLOGY, by Harold A. Phelps. Wiley. 544 pp. Price $4 postpaid of *The Survey*.

ONCE in a while a point of view which is different appears in print. Here is a book for the student, the caseworker, the teacher of social science. In a few hundred pages, it summarizes the field, logic and generalizations of sociology without long debates as to the validity of the generalizations or lengthy references to the persons who discovered and formulated them. The reader is led quickly and logically to the "meat" of the matter.

One might suspect that such a book is without critical analysis of the formulations stated—but not so. Scrutiny has been exercised, not only in the presentation of the correlations and their explanations, but also in the elimination or omission of materials from the text. Only those statements of uniformities have been included upon which there is some degree of unanimity.

Even these, the author indicates, are valid and applicable only within limits, and any statement of social laws must define these limits. The author defines them as fixed sociological patterns or configurations within which repetitive phenomena are discernible, and within which uniformities can be established with reasonable certainty. The societal patterns are: Population, Ruralization, Urbanization, Industrialism, Mobility, Social Organization, Social Class and Status, Social Disorganization and Cyclical Fluctuations. The book departs from accepted sociological outlines and classifies its material in terms of the content of the laws and principles discussed. The volume needs to be read and studied to be appreciated. No review can do justice to a book which in itself reviews and surveys statements of social laws and principles.

The author presents sociology as a *natural* science. Society is a phenomenon of nature, and as such is subject to scientific investigation. However, the term "natural study" of sociology is repeated with such monotonous emphasis that one questions the choice of the term. It appears that the use of the adjectives weakens the simple verity that sociology is a science.

Then too, from the point of view of social service which cannot be divorced entirely from sociology, it is regrettable that the author made practically no mention of the concept of personality, the creation and product, to a large extent, of social patterns. Why all this study of social configurations when the individual counterparts and carriers of these patterns are ignored? Recent texts on sociology include this point.

The two objections, however, are of minor importance in view of the book's clarity and adaptability and its new arrangement and classification of sociological material.

CHARLES H. Z. MEYER

Department of Sociology and Anthropology, Central YMCA College, Chicago

Making for Tolerance

MIND, MEDICINE, AND METAPHYSICS, by William Brown, M.D. Oxford University Press. 294 pp. Price $3 postpaid of *The Survey*.

THIS series of popular lectures and essays "composed during the last two or three years in divers circumstances" is designed to achieve "a philosophical synthesis of psychology, medicine, and metaphysics." That is a synthesis devoutly to be desired, and so far as I know not yet achieved, even in this book.

Dr. Brown shows competence in the fields of psychology and metaphysics, and that in itself is a very rare achievement, but his references to general medicine do not give grounds for believing that he understands it. He is a large-hearted tolerant eclectic endeavoring to choose the best from the three great fields mentioned in his title. Now I take it that we are all trying to be eclectics in this sense. We are all trying to prove all things and hold fast that which is good. The only possible reproach against eclecticism as such is that the bits of wisdom chosen from many fields may not be integrated into a single system. That is my chief criticism of Dr. Brown's book. He has a little bit of Annie Payson Call and her Power Through Repose (the gospel of relaxation), a good deal more of Dr. Coué and his methods of self-suggestion, quite a bit of hypnotism, a great deal of Freud and psychoanalysis, and a large slice of Christianity, including a forthright defense of free will and of the ethical concepts so generally disregarded by psychiatrists and especially by psychoanalysts. One can only admire the aim of combining all of these fragments into a reasonable and consistent whole, but it must be confessed that Dr. Brown does not achieve that aim. Perhaps if he wrote a single, systematic work, instead of printing this series of disconnected talks and papers, he might weld together his philosophy, his psychology, and his medicine, but he has not yet accomplished it.

Nevertheless I think the book will do good because it will at any rate suggest that some responsible and experienced physician thinks that psychology, medicine

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and metaphysics can be united into a single creed. A book making for tolerance, it is of value in the conquest of fanaticism, whether it be the fanaticism of psychoanalysts or of their opponents.

Unlike most Englishmen, and especially unlike most Oxford men, Dr. Brown shows the bane of our American habit of hurry. He has also some American optimism and good nature.

RICHARD C. CABOT, M.D.
Cambridge, Mass.

Restating Religion

CHRISTIANITY AND THE INDIVIDUAL, by Halford E. Luccock. Cokesbury Press. 165 pp. Price $2.50 postpaid of *The Survey*.
CHARACTER AND CHRISTIAN EDUCATION, by Stewart G. Cole. Cokesbury Press. 249 pp. Price $2 postpaid of *The Survey*.

"OUR shared doubts have been the only thing we had in common. They were not enough." Professor Luccock does not lack texts from contemporary literature for his rescue of the individual who lives and moves and has such being as he can manage in crowds. The candid camera nuisance that he does not scorn to employ catches today's mind in its gestures of unembarrassed bewilderment, and pictures in a phrase, a line of verse, a penetrating illustration, the tensions of living as private persons. These Jarrell Lectures, delivered at Emory University, start no stampede back to the simple gospel, ignoring social needs. They restate, in terms of modern urgencies, the resources of religion for collapsed souls who, like Alice, forced to feed on the wrong side of the mushroom, have been getting smaller and smaller.

President Cole, in an annotated text, after a careful review of the process of character education that would find favor with progressive education, finally speaks his mind to educators, religious and otherwise, who look on the church as another social agency for character training, to the neglect of its religious function. Making much of the inarticulate religion of character education, and its implicit religious assumptions, he calls upon the church to lift these character values into the range of explicit Christian allegiance, vitalized through liturgy and worship.

PHILIP GORDON SCOTT
New Haven, Conn.

Salmon Memorial Lectures

READING, WRITING AND SPEECH PROBLEMS IN CHILDREN. Thomas W. Salmon Memorial Lectures, by Samuel Torrey Orton. Norton. 215 pp. Price $2 postpaid of *The Survey*.

THIS book will be welcomed by a large group, for in recent years there has been much interest in the problems of children whose skill in language techniques is inadequate, and a host of theories and remedial procedures has arisen.

To this discussion Dr. Orton brings his years of experience as a neurologist and presents an original and challenging answer. Its uniqueness lies largely in the fact that he gives "an answer," not answers; for, in contrast to many other students, he relates the various language difficulties of which he writes by saying that all "may arise from a deviation in the process of establishing unilateral brain superiority in individual areas." Two thirds of the book is devoted to a discussion of this matter of cause, the remainder to remedial treatment. But because Dr. Orton offers an answer, he by no means suggests a panacea. On the contrary, he insists that diagnosis and treatment of each case should be highly individual.

The usefulness of this book for the non-medical reader is enhanced by the fact that it presents a complicated subject concisely, includes a glossary of technical terms, and avoids footnotes—though the scholar will find ample references to authorities within the text. Nevertheless the style, firm and logical, is not always "popular," and the reader who is not conversant with neurology may have to keep a firm grip on himself through the first section.

The method of presentation, the appeal to varied groups, and the text of the book suggest that here is a matter of widespread social significance which can best be solved by the cooperation of at least two professions—the medical and the educational. One could wish Dr. Orton had discussed this.

New York CHARLOTTE C. PARDEE

"That Crucial Zone"

FEDERAL JUSTICE, by Homer Cummings and Carl McFarland. Macmillan. 576 pp. Price $4 postpaid of *The Survey*.

THIS is no story of the current activities of the Department of Justice. J. Edgar Hoover and Sanford Bates, end men of the recent minstrel show entitled "G-men on Parole," receive exactly one footnote each. Neither will the book throw much light on proposals to renovate the Supreme Court. Its chapters deal with the history of the position of attorney general and the Department of Justice.

No Department of Justice existed before 1870, though there had been an attorney generalship since 1789. Here you will find how Edmund Randolph, William Wirt, A. Mitchell Palmer and others met situations and problems of their day. The part played in the drama of our national life by the executive law officers of the government—which is what attorneys general are—is not generally known, and doubtless is worthy of a wider hearing. Homer Cummings, the present attorney general, gives us chapters on the legal and administrative problems associated with the birth of the nation, the national bank fight, the crossing of the continent by railroads, the emergence of labor issues, enforcement of the draft act, and such matters. He himself regards the book as "the story of men, emotions, methods and motives in that crucial zone of law and government bordering both upon the courts and the executive."

Mr. Cummings has been responsible for gathering and classifying the voluminous records of his predecessors. He has not handled those predecessors with gloves, but it seems likely that some day a more interesting book will be written from the same materials.

Trenton, N. J. WINTHROP D. LANE

Id, Ego, Superego

SO YOU'RE GOING TO A PSYCHIATRIST, by Elizabeth I. Adamson, M.D. Crowell. 263 pp. Price $2.50 postpaid of *The Survey*.

FROM a long experience Dr. Adamson reaches out towards human problems, traversing the emotional ramp which binds the general behaviors of the body and mind. Recognizing a life of adjustment and adjustability as evidence of emotional maturity, in which creative and constructive love play a part, she sets forth in non-technical language the emotional bases for success and failure in human affairs.

The problems of childhood and maturity alike are based upon conflicts of instinct and conscience, which are elucidated in terms of Freudian concepts of the id, the ego and the superego, with all the implications involved therein.

The author's viewpoint, in short, is that a complete analysis is the most thorough form of psychic reeducation. Nevertheless, there is an appreciation of other means of psychotherapy, including the active direction of a patient's life. In elementary terms, and with adequate illustration, she presents people and problems together and separated, and with their reorganization for more constructive, useful living. This is not a volume for the trained worker but rather a simple text to elucidate the main elements in modern psychiatric thought.

New York IRA S. WILE, M.D.

Pro Humanist

THE AMERICAN STATE UNIVERSITY, by Norman Foerster. University of North Carolina Press. 287 pp. Price $2.50 postpaid of *The Survey*.

EMPHASIZING certain shortcomings of our state universities, Mr. Foerster proposes a revival and an elaboration of the humanistic studies. The key to educational reform, he suggests, is discovered in the liberal arts college—not with its elective system of studies as we know it, but devoting itself chiefly to mathematics and natural science, history, literature, philosophy and religion, along with intensive training in foreign languages, ancient or modern.

Contacts with the world's greatest intelligences "who rule us from their

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tombs," youth flung headlong into the endless mysteries of philosophic speculation—such educational procedures may raise a large-minded leadership capable of saving democracy from the philosophies of regimentation abroad in the world today. Such, very briefly, are Mr. Foerster's tenets.

A few who have worked in and with higher education will applaud this book and its conclusions. The majority, along with the mass of our population, will disagree, as the author realizes.

One is compelled to point out that Professor Foerster, as director of the School of Letters of the University of Iowa, is arguing in behalf of his job. But, if no good knight appears to defend the cause of truth, then truth is compelled to use the sword in its own behalf.

Whether or not we agree, we should listen to the humanists, and especially to Dr. Foerster, for in The American State University he succeeds in relating humanistic studies to the success of democracy.

DONALD HAYWORTH
University of Akron

Health by Education

HEALTHY GROWTH. A STUDY OF THE INFLUENCE OF HEALTH EDUCATION ON GROWTH AND DEVELOPMENT OF SCHOOL CHILDREN, by Martha Crumpton Hardy and Carolyn H. Hoefer. University of Chicago Press. 360 pp. Price $3.50 postpaid of *The Survey*.

"WHAT are the results, if any?" The field of health education will find in this book a partial but illuminating and gratifying answer to this question which haunts every educator in his meditative moments.

Comparisons of suitably equalized groups of children, in these studies, showed that the experimental group, which had received classroom health instruction, were healthier, had fewer defects, excelled in muscular vigor, were taller, broader of shoulder, weighed more and showed greater improvement in certain dietary habits and in number of hours of sleep than the uninstructed control group. The health-instructed experimental group also showed superiority in mental growth and educational achievement, which is interpreted in part as the effect of an improved health regimen and better physical condition.

Other things being equal, the vigorously healthy children were better adjusted in school than were the less robust children, and better able to meet their day-by-day problems.

The authors of Healthy Growth state their results cautiously and handle statistics with the respect due them. Yearly records which were kept from the third grade to junior highschool, for more than 400 boys and girls in the Joliet schools, give an unusual picture of the growth and development of the same group of children over a long period. The experimental group was given intensive classroom

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"Professional groups and lay organizations concerned with the education of the public on the causes and prevention of tuberculosis will find the 125 page manual, "Tuberculosis Education" by Elma Rood, recently published by Rural School Press, Madison College, Tennessee, most useful. In the outlines for many activities to be attempted by a community launching a campaign for tuberculosis control, Miss Rood has done a thorough job. Although applied specifically to tuberculosis, the manual might well serve as a model for public relations techniques in other health education fields. R. R. Spencer, Officer in Charge, Public Health Education."

125 pages, $1.25

RURAL SCHOOL PRESS • Madison College, Tenn.

HANDBOOK ON SOCIAL CASE RECORDING

By MARGARET COCHRAN BRISTOL

2nd printing now ready — cloth-bound, at same price as former paper-bound edition

This practical guide to record-writing, general case-work procedure and practice, is rapidly becoming indispensable to social workers in all fields. It has received prompt endorsement from administrators, case workers, schools on both sides of the Atlantic.

A social work administrator says: "It is the best book I have read on the subject. It has sensed the real problems of recording, is readable, right to the point, and makes practical suggestions."—LEAH BRUNK, *State Supervisor of Case Work, Iowa Emergency Relief Administration.*

A teacher says: "The simplicity, directness and completeness of the book commend it to the busy worker on the job. The comprehensiveness, clarity and balance of the book are the qualities which make teachers recommend it to students."—ELIZABETH G. GARDINER, *Department of Sociology and Course in Social Work, University of Minnesota.*

The Charity Organization Quarterly (London) says: "Intended for the day-to-day use of the case worker desirous of acquiring a mastery of the tools he uses, a knowledge of what tools to use. The case histories included are full and interesting, and the running commentary upon them helpful and stimulating."

220 pages, cloth, $1.50; postpaid, $1.60

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health instruction and physical examinations with follow-up by nurses and conferences with child specialists. The control group received similar treatment except that it took no part in any of the classroom projects in health instruction. The strength of the study lies in the fact that many lines of evidence converge to confirm, in the main, the important conclusions.

If a program of health education can make a measurable improvement in health and physical growth, mental growth and educational efficiency, then health education is definitely out of the luxury class, and takes first rank among educational necessities. Health education specialists often have made such claims, but they have lacked the extensive supporting data made available through this study.

MARION LERRIGO MCWILLIAMS
Larchmont, N. Y.

Sane and Critical

EUGENICAL STERILIZATION, by the Committee of the American Neurological Association for the Investigation of Eugenical Sterilization: Abraham Myerson, M.D., et al. Macmillan. 211 pp. Price $3 postpaid of *The Survey*.

THERE is at the present time an alarmist attitude on the necessity of sterilization as an antidotal measure to save the race from biological deterioration—an attitude brought about presumably by an increase in mental diseases and defects. Feeling the need for sane and critical evaluation of the important facts, a committee of the American Neurological Association prepared this report.

The field of knowledge covered is extensive and includes such topics as the history and laws of sterilization, the arguments and points of view, and the inheritance of mental disease. Throughout the book, the committee is judiciously cautious in the interpretation and analysis of facts and is, moreover, insistent upon rigorous scientific proof before the acceptance of conclusions. It is pointed out repeatedly that the lack of experimental controls and the meager treatment of statistical data have nullified the results of many investigations.

In many respects the book is a technical treatise which will prove readable only to certain professional and medical groups. However, the final chapter on recommendations might be read with profit by intelligently interested laymen. In this chapter the committee recommends, among other things, sterilization in certain deficiencies and psychoses and outlines the necessary cautions. It might be quoted that "there need be no hesitation in recommending sterilization in the case of feeble-mindedness. . . ." As a result of its studies, the committee believes that its most important recommendation is for a coordinated research project, to continue for at least ten years, so that the "various problems relating to inheritance of neurological and psychiatric diseases might be clarified and the resultant knowledge become the basis of more appropriate action than is possible at the present time."

ANTHONY J. MITRANO
The Training School
Vineland, N. J.

Job Holders and Losers

MEN, WOMEN, AND JOBS: A STUDY IN HUMAN ENGINEERING, by Donald G. Paterson and John G. Darley. University of Minnesota Press. 145 pp. Price $2 postpaid of *The Survey*.

AN intelligent, thoughtful approach to the study of human engineering, this is one of the few books about the depression which has not been written around a theory or a "plan." For a scientific view of the results of the depression on individuals, the layman seldom will find more factual material and common sense in a single volume.

The facts of the study were obtained, over a period of three years, by approximately a hundred full time investigators, who dealt with 8000 employed and unemployed men and women of various age levels and type of occupations. Data are based on experience, controlled observation, careful analysis and painstaking research.

The investigators first compared the early-depression and late-depression unemployed workers and found that, of the two groups, the "late unemployed" make the better showing on occupational test scores. However, this does not tell the entire story. "Survival of the fittest" operates only up to the point where the personal element enters the picture.

The fact-finding spotlight is next turned on special types of unemployed workers, showing how the general unemployed population differed in degree rather than in kinds. "Young 'threshold' cases (8 per cent men and 29 percent women) have the same kind and amount of abilities, but less experience than the general run of unemployed. Unemployable workers (5 percent men) have much less ability, but they are not lacking in ability altogether." In short "unemployment is essentially a problem of individual and group differences in the possession of all those traits that go into job adjustment and success."

The spotlight subsequently focuses on a group of employed men and women, and throws some light on the problem of adult education and reeducation. The investigators then proceed to the front line of attack—the employment office.

No treatise would be complete without a discussion of the research implications. This the authors have covered most competently.

This is a challenging volume to those interested in personnel work and social planning as it points the way to a more scientific method of approach, in contrast to the political approach in human engineering.

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Teachers College
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Housing Resumé

CATCHING UP WITH HOUSING, by Carol Aronovici and Elizabeth McCalmont. Beneficial Management Corporation. 243 pp. Price $2 postpaid of *The Survey*.

HERE is a real abridged dictionary of housing in the U. S. A., 1936. Small enough to put in one's pocket, this handbook actually meets the challenge of its title, bringing the reader up to date with the country's low rent housing program. Student as well as layman will welcome the clear and concise way the material is presented. Together, the ten chapters comprise an accurate resumé of important housing facts and figures, including a description of the activities of the numerous federal agencies dealing with housing; statistical and other data on several important recent housing surveys; information regarding planning programs in relation to housing; and discussion of housing management and of employment in relation to housing.

The practical value of the volume is enhanced by the material in the appendix which contains a summary of federal housing projects up to June 24, 1936, and lists the states which have passed enabling legislation in connection with mortgage insurance under the National Housing Act. A well selected bibliography of agencies and organizations—public and private—throughout the country which are concerned with housing is included.

LOULA D. LASKER

THE ILLEGIBLES (see page 109)

1. STANLEY M. ISAACS—*president, United Neighborhood Houses, New York.*
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6. LOUIS TOWLEY—*author of "Government Cow," Survey Graphic, December 1936.*
7. FELIX FRANKFURTER—*Harvard Law School.*
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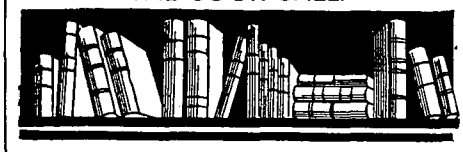

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